

## CHAPTER I

### PROGRESS OF THE ENQUIRY

#### 1.01. Introductory

Statutory minimum wage is primarily an instrument of "social protection" for workers.

Such social protection has been extended to a large number of workers employed in different industries in Maharashtra State, during last 25 years. The guiding principle followed in the application of Minimum Wages Act, 1948, to various employments has been that "where labour is unorganized, its bargaining capacity weak and as a result, wages are comparatively very low, protection of statutory minimum wage be afforded to such labour as early as possible".

Employment in agriculture, which amply meets the criteria embodied in the guiding principle, received attention of wage-fixing authorities as early as nineteen-fifties. A pioneering attempt was made in 1953, when minimum wages were fixed and brought into force in certain talukas of Thana district by the erstwhile Government of Bombay State.

Almost concurrently minimum wages were fixed in Parbhani, Amraoti and Yeotmal districts (now parts of Maharashtra State) in 1954 by concerned State Governments, namely, Hyderabad State Government, Madhya Pradesh State Government as per respective jurisdiction over these districts at that time.

Considerable time has elapsed since such fixation. In the meantime, organized public bodies like political parties and trade unions agitated for coverage of all agricultural labour in the State under statutory minimum wage.

The need for "social justice" to farm labour is felt greater now than before. For the winds of economic change, which have set in particularly during last decade in the rural economy as a result of planning, have kindled the aspirations of "rural poor" for better deal.

The Maharashtra Government has recently undertaken to fix minimum wage for agricultural labour as a part of its fifteen-point programme of socio-economic development. The appointment of the committee is a step in the direction.

#### 1.02. Appointment of Study Committee

The Maharashtra Government appointed our Study Committee by a Resolution, Industries and Labour Department, bearing No. MWA-2371/164085/

Lab-III (A), issued on 28th November, 1971. The composition of personnel constituting the committee (as initially announced) was as follows :—

*Chairman*

Shri Narendraji Mahipati Tidke,  
Minister for Labour and Rural Development.

*Members*

1. Shri Kalyanrao Pandharinath Patil,  
Minister for State for Home and Labour.
2. Shri Ramkrishna Suryabhanji Gavai,  
Deputy Chairman, Maharashtra Legislative Council.
3. Shri Krishnarao Narayan Dhulap, M.L.A.
4. Shri Uttamrao Laxman Patil, M.L.C.
5. Shri Vithalrao Ramrao Kaldate, M.L.A.
6. Shri Prataprao Baburao Bhosale, M.L.A.
7. Shri Shantaram Gopal Gholap, M.L.A.
8. Shri Bhaurao Gulabrao Jadhav, M.L.A.
9. Shri Wamanrao Vistari Gaddamwar, M.L.A.
10. Shri Shivajirao Bhaurao Patil, M.L.A.

*Secretary*

Shri P. K. Paranjape, Assistant Commissioner of Labour, was appointed Secretary to the above Committee in addition to his own duties.

**1.03. Terms of reference**

The aforesaid resolution has defined the object and scope of enquiry entrusted to the Committee. The terms of reference may briefly be stated as follows:—

(1) To study the general conditions of employment of agricultural labour in different areas and different seasons and in various types of farming.

(2) To take account of relevant factors and make recommendations regarding—

(a) minimum wage to be prescribed for agricultural labour;

(b) method of computation and cash value of wages in kind;

(c) any other relevant matter.

**1.04. Changes in composition**

The Maharashtra Government very soon appointed two additional members, namely,—

(1) Shri Jagannath Nathuji Korpe, M.L.C.

(2) Shri Madhav Gotu Patil, M.L.C.

Necessary resolution bearing No. MWA 2371/1660635/Lab-III, was issued on 9th December, 1971 by Industries and Labour Department.

While the Committee was making some progress in its work, a major political development took place. General elections to Maharashtra Legislative Assembly were announced, which were scheduled to come off in March, 1972. The Committee at its second meeting held on 20th January, 1972 *inter-alia* deliberated over the position arising on account of general elections in relation to the Study Committee, the membership of which was composed from the members of Maharashtra Legislature. It decided to convey its "thinking" to the Government that "Government may consider whether to continue the existing Committee or to re-constitute the same after general elections were over and new ministry was installed in power".

The Government, by Resolution in Industries and Labour Department No. MWA-2371/166065-Lab-III-A dated 25th April 1972, notified only the following changes:—

(1) Shri V. S. Page, Chairman, Maharashtra Legislative Council, was appointed chairman of the Study Committee in place of chairman Shri N. M. Tidke.

(2) Shri S. B. Patil, Minister of State for Finance, Rural Development and Labour, was appointed as additional member.

#### 1.05. Time-limit for report

The resolution dated 28th November 1971 by which the Study Committee was set up, had directed that the Committee should submit its report together with recommendations within four months.

We thought that having regard to the nature of the "agricultural industry", its wide-ranging variations and regional complexities, detailed investigations were necessary, which would involve considerable time. We, therefore, approached Government with a request to extend time-limit as per requirements. Appreciating the difficulties Government granted extension from time to time as per request upto 5th August 1973.

#### 1.06. Approach

An approach to any enquiry is conditioned largely by the factors, which determine the field of its operation. The agricultural scene at present is characterized by certain peculiar features, which influence approach and method of enquiry. These features may briefly be stated as follows:—

(i) The number of employers and workers runs into a few millions each. Majority of them would not be able to respond to questionnaire-method.

(ii) There are no associations of employers organized on any systematic basis.

(iii) An overwhelming majority of workers is outside the pale of any trade union organization. To a certain extent workers engaged on sugar-cane farms within the vicinity of sugar-factories and workers employed

on farms run by Government, agricultural Universities and colleges are organised under the banner of different unions.

(iv) Agriculture occupies a predominant place in the economy of the State. The wage structures prevailing in agriculture largely influence the wage-rates paid to non-agricultural workers, barring of course the organized sector of industrial workers, whose wages are determined through collective bargaining or adjudication. On account of the pre-eminent position of agricultural economy, there are organizations as well as social thinkers who have "interest" in the problems of agriculture and agricultural labour alike. It is necessary, therefore, to afford adequate opportunity to all such concerned or interested persons and bodies to place their views and suggestions before the Committee.

As regards documentary sources of information on the subject of the enquiry the Committee has availed of the following literature:—

(1) Reports on surveys conducted by Central and Maharashtra State Government through different agencies regarding agricultural labour or rural labour.

(2) Agricultural wage statistics collected periodically by State Government departmentally in recent years.

(3) Regional surveys undertaken by research workers and institutions regarding agricultural labour or rural economy.

(4) Reports on Census 1951, 1961, 1971.

(5) Historical data as gleaned from district gazetteers, socio-economic histories, etc.

(6) Statutory minimum wages fixed in other States—Reports of Minimum Wage Committee on such wage fixation.

(7) Minimum wage guide-lines set down by International Labour Organisation—Fifteenth Indian Labour Conference; National Commission on Labour—Planning Commission—Judicial views and observations.

(8) Periodical articles, etc.

### 1.07. Enquiry-programme

Bearing the peculiar features of the agricultural scene as discussed in foregoing paragraphs, the Committee devised its approach and methods of enquiry as would achieve the desired purpose. Steps taken were as follows:—

(a) *Appeal*.—Two general appeals to the public were issued by the Committee on two different occasions. The first was issued in January, 1972, which was published in dailies and weeklies circulating in Maharashtra State. The appeal sketched the field of enquiry and invited cultivators, workers, their respective associations as well as other interested persons and bodies to send their representations on the question of minimum wage

for farm labour. The response to the appeal was rather poor. However, from the few inquiring letters received from farmers from far-off places, it was heartening to note that the appointment of committee and its assigned work had aroused wide interest among rural people.

Another general appeal was issued through press sometime in August 1972 inviting political parties, trade unions and other concerned with agriculture and its labour problems to forward their views and suggestions to the study committee about minimum wage and other allied matters. The response from them was quite satisfactory.

(b) *Visit to various centres.*—The Committee decided to visit centres in each of the four divisions of Maharashtra State. Circulars were addressed to unions, political parties, members of legislature, academicians, members of Zilla Parishads, Panchayat Samitis, Sarpanchas of Gram-Panchayats intimating the details about the programme of public hearings for the purposes of recording evidence.

Visits paid to different centres for evidence recording were as follows:—

Place	Date of evidence-recording public session
(1) Amaravati .. ..	September 21, 1972.
(2) Nagpur .. ..	September 22, 1972.
(3) Kolhapur .. ..	September 28, 1972.
(4) Poona .. ..	September 29, 1972.
(5) Aurangabad .. ..	October 12, 1972.
(6) Nasik .. ..	October 13, 1972.

The attendance and participation of cultivators, workers (including women workers), trade union leaders, political party leaders, social workers and research workers was most satisfactory.

The Committee was aware that having regard to the prevalence of varied conditions and practices in agriculture, interior places should be covered for fact-finding studies. For the purposes of facilitating such visits the Committee formed three panels from amongst its members and each panel was entrusted to cover certain areas for detailed studies.

These panels undertook tours as per assignment and completed the task of enquiry as follows:—

Serial No.	Date	Place visited	Visiting Panel
1	June 24, 1972 .. June 25, 1972	(1) Dahanu .. (2) Talasari .. (3) Shahapur	Thana District .. Shri Kalyanrao Patil and other panel members.
2	January 7, 1973 .. January 8, 1973	(1) Navapur .. (2) Shahade	Dhulia District .. Shri R. S. Gavai and other panel members.

Serial No.	Date	Place visited	Visiting Panel
3	January 12, 1973 ..	(1) Shogaon .. Buldhana District.	Shri S. B. Patil and other panel members.
	January 13, 1973.	(2) Darwaha. Yootmal District.	Shri S. B. Patil and other panel members.
4	January 20, 1973 ..	(1) Ratnagiri .. Ratnagiri District.	Shri R. S. Gavai and other panel members.
	January 21, 1973.	(2) Vongurla.	
5	January 28, 1973 ..	(1) Sailu .. Parbhani District.	Shri Kalyanrao Patil and other panel members.
		(2) Aundha Nagnath.	
6	January 29, 1973.	(1) Novase .. Nagar District.	Shri Kalyanrao Patil and other panel members.
		(2) Koporgaon.	

### 1.08. Publicity

As "agriculture industry" unlike any other industry occupies a pre-eminent place in the State, the medium of mass communication such as daily and weekly periodicals was pressed into service in order to acquaint the public in general and interested persons and bodies in particular about the programme of activities undertaken by the Committee from time to time. The net effect of advance publicity and direct circular letters to concerned parties yielded gratifying results. A large number of employers, workers, trade unions and members elected to public bodies like Zilla Parishad, Panchayat Samiti, Gram Panchayat, etc., M.L.As., M.Ps., and academicians attended and co-operated with the Committee in its endeavours to collect facts and record views about minimum wage.

#### SPECIAL DISCUSSION MEETING

On collecting considerable evidence about the factual conditions and views on minimum wage, the Committee formulated its approach to the question of minimum wage determination. It desired that these "tentative conclusions" which are basic to recommendations on minimum wage, be taken up for discussion with eminent economists, leading social thinkers, interested employers and union leaders in order to ascertain their views.

Such discussion meetings were held on (1) 19-20th April, (2) 16th June 1973 and (3) 16th July 1973 at Bombay wherein eminent personalities gave us the benefit of their opinion. It was a rewarding experience to have exchange of views with them.

### 1.09. Committee Meetings

The Committee held several meetings where the evidence—oral and documentary was critically examined. Recommendations were formulated after free and frank exchange of views between the participating members. The report together with recommendations is a result of collective effort.

## CHAPTER II

### AGRICULTURAL BACKGROUND (NATURAL ENVIRONMENT)

**2.01.** Progress in agriculture depends as much on scientific knowledge gained and technology developed, as on natural environment.

The developments in agricultural economy can be better understood if we take into consideration geo-physiographic and agro-climatic setting, which serves as a basic environment. This will lend a proper perspective to subsequent discussion on the present conditions of agricultural activities. An attempt is, therefore, made hereinafter, to briefly sketch the main features of natural environment.

#### **2.02. Location**

The geographical area of Maharashtra State is about 3.07 lakhs square kilometres, which lies between 16.0° and 22.1° north latitude and 72.6° and 80.9° east longitude. It is a part of peninsular India with a coastline on its Western side.

Historically, Konkan, Western Maharashtra, Vidarbha and Marathwada are the four main components of the present State. Administratively, the State is divided into four revenue divisions which together comprise twenty-six districts.

#### **2.03. Deccan trap**

The major portion of the area of Maharashtra State is a vast table-land tilted like a roof from West to East. It rests on the solidified layers-upon-layers of lava, which the geologists estimate, must have erupted about seventy millions years ago.

The entire tract is covered by Deccan Trap, a volcanic formation of basic rock known as Basalt. These rocks in their "weathering" have yielded a variety of soils ranging from black cotton soils in Vidarbha region to reddish yellow soils in Konkan region.

**2.04.** The three natural regions into which the State can be divided are— (i) the coastal region popularly described as Konkan, (ii) the vast table-land known as Deccan Plateau, (iii) the Tapi-trough (Tapi basin). The main features of these natural regions are discussed briefly:—

(a) *Konkan Region.*—This region is a narrow strip of land extending from Daman to Vengurla, which is sand-wiched between Sahyadri ranges on the East and Arabian Sea on the West.

The region comprising Thana, Kolaba and Ratnagiri districts, is characterized by hilly topography. A number of spurs originate from Sahyadri range and cut across the entire region. The terrain is more rugged in the South (Ratnagiri district) than in the north (Thana-Kolaba districts). North Konkan is a flat alluvial belt, particularly along the coast, formed by rivers

Ulhas and Vaitarna. The Konkan region combines the climate of mountainous tract and shore-land. Rivers and rivulets rise in the west and no sooner they traverse a short distance-maximum breadth of the region is 80 kilometres, the waters pour into the Arabian Sea. They get flooded in rainy season and dry out during the rest of the year.

Reddish yellow soils from lateritic rocks and warm humid climate are the two outstanding features of the region.

(b) *Deccan Plateau*.—To the east of Sahyadri Mountains running north to south, there stretches a vast plateau known as “Deccan Plateau” which is intercepted by rivers rising in Sahyadri and flowing towards east. The table land is held between, by the two outstretched arms *viz.* Sahyadri ranges on west and Satpuda ranges on north with their meeting point in north-west side of Dhulia district.

In this vast stretch the Deccan Plateau includes Poona Division (seven districts) Marathwada Division (five districts) and major portion of Nagpur division (seven districts).

The two main basins in the region are Godavari basin and Krishna basin with their respective tributaries. These river valleys are cradles of civilization. They are hilly and narrow in the west and flatter and broader in eastern direction.

The deep black and medium black soils are derived from basaltic rocks, while the reddish brown soils on hilly slopes are from lateritic rocks. The river valleys provide rich alluvial soils with varying depths and texture. The climate and rainfall vary as we move from Western Ghats towards-Eastern flat lands.

(c) *Tapi Trough*.—In between the Satpudas in north and the Balaghat range in the south lies the great Tapi through. The Tapi valley with its tributaries makes a transition from Central India to Deccan. The Tapi through comprises the western parts of Vidarbha and the districts of Dhulia and Jalgaon the whole tract is a fertile belt of black cotton soils.

The Wainganga-Wardha Valley, another sub-basin, presents a different topographical pattern. Wardha river signifies the eastern fringe of Deccan Trap. The land abounds in lakes and tanks, some of which are, man made. As the region normally receives good rains and plenty of waters from lakes, green vegetation characterizes the landscape for a greater part of the year in this area.

## 2.05. (A) Rainfall pattern

There is considerable variation in rainfall among the different parts of the State on account of topography and distance from monsoon track.

The south-west monsoon is the main rainy season, during which the different parts of the State get major portion of their precipitation. The season extends from June to October. The winter rains, which account for about maximum 5 to 6 per cent of total rainfall is received by eastern districts of Western Maharashtra and western region of Marathwada.



The surcharged monsoon winds strike the western range of hills, some time in June. Heavy rains spill over the Ghats and the Konkan region. As the winds progress towards east they get relieved of the greater part of their moisture. As a result the eastern part of Deccan plateau gets considerably less rainfall as compared to Western Ghats.

When the monsoon currents approach the high land plateau of Vidarbha region they start precipitating the residual moisture. The eastern districts of Marathwada and the whole of Vidarbha region receive relatively "assured rains", which in the extreme districts of Chandrapur and Bhandara exceed 150 centimetres per annum. The major portion of State lies in the rain-shadow of the Ghats with the rainfall average around 60 to 75 cms. in some parts and about 50 cms. in the rest.

The Chanda, Bhandara and Nagpur Districts are partly influenced by the climatic currents and pressures generated in the Bay of Bengal. They receive over 100 cms. of rains per annum. (For details see Annexure A.)

## 2.05. (B) Draught-prone areas

Agricultural production is the function of the nature of soil, the water-supply available and the methods of production. The methods or techniques of production do not undergo any material change from season to season normally. The main factors which influence production are nature of soil and availability of water-supply.

The irrigation facilities are available to a small percentage of the total cultivated area. Agricultural production in most parts of the State depends entirely on rainfall, which is received principally through summer monsoon. A certain degree of uncertainty is inherent in our agricultural economy as summer monsoon is known for its vagaries.

There are certain areas in the State, which are liable to recurrent scarcity. The Fact-Finding Committee (known as Pardasani Committee) which was appointed by Government in 1958 to ascertain the areas or tracts, which are intermittently afflicted by scarcity of varying severity, has examined the problem thoroughly after collecting factual data pertaining to scarcity-affected areas. It has made following observations :—

### 1. NAGPUR DIVISION

There is no sizable tract as such which suffers frequently from deficiency of rains. No part is, therefore, considered to be scarcity-affected.

### 2. AURANGABAD DIVISION

In the districts Bhir, Osmanabad and Aurangabad the talukas adjoining the Ahmednagar and Sholapur districts had deficient and ill-distributed rainfall during certain periods in the past. These talukas which were affected occasionally are Ashti, Patoda and Manjalgaon and part of Bhir (Pimpalner and Bhir circles) in Bhir district, Vaijapur and Gangapur in Aurangabad district and Bhoom and part of Paranda (Paranda and Annual circles) in Osmanabad district. Except for these areas the rest of the Division is free from scarcity.

### 3. POONA DIVISION

The eastern parts of Poona, Satara, Ahmednagar and Sholapur get only 18 to 25 inches rainfall and it is these areas which form the scarcity zone. There are, however, pockets in this zone, which are protected by irrigation facilities from major or minor irrigation works or which have good sub-soil water. The Kolhapur district, parts of Baramati and Indapur talukas in Poona district, Kopergaon, Shirampur and Rahuri in Ahmednagar district, part of Malshiras in Sholapur district, part of Phalton, Karad and Satara Talukas in Satara district, Miraj taluka (Sangli district) are some of the protected parts. The remaining parts of the eastern Poona division have been frequently affected in the past and are, therefore, considered scarcity areas.

### 4. BOMBAY DIVISION

The data available to the Committee showed that there were no large tracts as such which have frequently suffered scarcity in the past and therefore no part of this division could be considered as precarious. The entire Bombay Division is, therefore, considered as free from scarcity.

[Report of Fact-Finding Committee, Bombay State (1960), Part I, pp. 13-14.]

The Government has appointed another Committee (Sukthankar-Chairman) to examine the question of determining draught-prone areas. It has submitted its report to Government recently in 1973.

The agricultural economy of scarcity-affected areas stands on a different footing from the economy of areas, which have assured water-supply facilities.

#### 2.06. Temperatures

The effectiveness of rainfall is governed by temperatures prevailing in each area. On the basis of temperatures the State can be divided into four main areas. The characteristics of each area are set out in following table :—

Group	Areas	Characteristics
1	Coastal districts	1. Low annual variation in temperature. 2. Humidity relatively high. 3. Winters mild.
2	Western districts of Maharashtra.	1. Relatively hot summers. 2. Humid and temperate rainy season. 3. Moderately cold winters.
3	Vidarbha	The difference is of degree only. Vidarbha region temperatures are higher than those in Marathwada.
4	Marathwada	

Summers—hot.  
Humidity—low—nearly dry air.

## 2.07. Soils

Soils are characterized with reference to physical and chemical properties. Fertility and cropping-pattern depend largely on the physico-chemical make-up of soils.

(A) *Farmers' classification.*—Farmers classify the soils broadly into three classes, viz., (1) Halki Jamin, (2) Madhyam Jamin, (3) Bhari Jamin. The farmers have evolved their tests to determine the nature of soils by a reference to location and the type of grass, which normally grows thereon.

As regards location-test, the farmers say that lands situated on hills and along hill-slopes are generally least fertile. They are fit for growing Karala, Hulga, Matki, Mug, etc. Lands situated at a distance from hills and mountain-slopes are of Madhyam type. The best type of land is situated far away from mountains and hills — generally near river banks and lakes.

As regards type of “grass-grown test” the classification is explained as follows :—

- |                   |    |   |
|-------------------|----|---|
| (a) Halki Jamin   | .. | Where low quality grass full of “Kusals” grows abundantly.    |
| (b) Madhyam Jamin | .. | Where a type of grass known as lavalala, ghol or shipi grows. |
| (c) Bhari Jamin   | .. | Where Harali or Kunda grows.                                  |

The classification takes “local colour” according to region to which it pertains. In coastal region like Konkan, Khar lands impregnated with sea salts, is a problem of considerable importance. The lands are categorized in the common parlance by Konkan farmers as (1) Malai-Jamin, (2) Panthal Jamin, (3) Kuryat Jamin, (4) Pulanwat Jamin, (5) Kharwat-Jamin. In Chandrapur district lands are classified as (1) Kali Jamin, (2) Kanhar Jamin, (3) Morand Jamin, (4) Khardi/wardi/retari Jamin, (5) Bardi Jamin, (6) Kachar Jamin (alluvial soil). In Desh area land is generally categorized into four types (1) Malai Jamin, (2) Bhari Kali Jamin, (3) Madhyam Kali Jamin, (4) Murmad Jamin.

(B) *Scientific classification.*—The agronomists and soil-surveyors have collected and examined the soils occurring in Maharashtra State. As a result of the research work conducted over thirty years, they have been able to collect information about characteristics of soils occurring in different parts of the State.

The important soils and their fertility status are summarized as follows :—

(i) *Coastal Salines and Coastal alluvial soils.*—These soils occur along the west coast of the State. The alluvium is mostly derived from Deccan traps. The soils are impregnated with salts, the extent of which varies inversely according to the distance from sea.

In the immediate vicinity of the coast or creeks, they are highly saline. Despite heavy rainfall they are not capable of supporting any crop except salt-bush type of vegetation.

(ii) *Laterities, lateritic and red soils.*—On account of the forest vegetation and warm humid climate basaltic rocks have given rise to laterities and lateritic soils. These occur in southern parts of Kolaba, whole of Ratnagiri district, western part of Satara, Sangli, Kolhapur and Nasik districts. The soils are very poor in fertility specially in their contents of phosphates and potash.

In the case of lateritic soils climate and vegetation have played a dominant role than other soil-forming factors. Red soils are developed in eastern part of Chandrapur district from mixed parent material, which is modified by humid climate and forest vegetation.

(iii) *Coarse soils on hill-slopes and clay loams in valleys.*—These soils occur in the mountainous terrains in the west. They are derived from traps. Those on hill-slopes are terraced and put under hill millets. The soils in the valleys receive the washings from hill-slopes and are comparatively more fertile. They constitute what are known as rice-fields. These soils vary in texture from clay to clayloam and are neutral in reaction.

(iv) *Medium black and deep black soils.*—By far the largest area of the State is covered by these soils, which are derived from Deccan traps. The two factors, which are responsible for some of the important properties of these soils are :

(i) Uniform mineralogical and chemical composition.

(ii) Decomposition under more or less arid climatic conditions.

Variations in topography have brought certain differences as regards depth and texture of these soils, although fundamental properties remain constant.

The deep black soil is distributed along the banks or rivers and natural water course which cross the trap area. They are of alluvial nature. Vast stretches of such soils are met in the important river valleys of the State. They grow some of the best garden crops, wheat and jowar.

(v) *Coarse gravelly soils.*—These soils are found in the western parts of Chandrapur district where the topography is very hilly. The soils are coarse (locally called bardi, retari, etc.) which grow hill-millets on account of poor fertility.

(vi) *Shallow clay loam soils.*—Nearly seventy per cent of Bhandara district is under shallow-clay-loams derived from mixed parent material. They exhibit similar characteristics as the medium deep soils of trap-origin. On account of "assured rainfall" in the area these soils are put under paddy.

(vii) *Saline, Saline-Alkali and Alkali soils.*—These types of soils do not appear in any well-defined soil zones. They are observed in scattered patches all over the State wherever conditions for their development are favourable.

These soils are rendered incapable to support any growth of crops unless suitable ameliorative measures are adopted for reclamation.

### 2.08. Agro-climatic zones

The rainfall pattern and the soils determine the cropping pattern in different parts of the State. There are areas, which are predominantly kharif areas, while there are others, which grow kharif as well as rabi crops.

The difference in soils and climate have led the agronomists to divide the state broadly into zones, which are demarcated with reference to general uniformity in essential conditions like nature of soils, maximum and minimum mean temperatures, rainfall, major natural vegetation and altitudinal situation. They are nine in number. (For details see Appendix).

The agro-climatic zones in many cases cut across the administrative units, viz., talukas, districts and divisions.

The discussion in the foregoing paragraphs on 'natural environment' would enable us to assess and appreciate the achievements and failures in the field of agricultural economy. In the next chapter an attempt is made to sketch the progress made in agricultural development.

\* \*

## CHAPTER III

### PROFILE OF AGRICULTURE ECONOMY TO-DAY

#### 3.01. Place of agriculture in State economy

The total population of Maharashtra State as per 1971 Census is about 504 lakh persons. It comprises 347 lakh rural and 157 lakh urban population. The rural component forms roughly 69 per cent of the total population.

As regards 'working population' in the State the 1971 Census figures indicate that out of 183 lakh workers (i.e. persons who are economically active) about 119 lakh workers have reported agricultural activities (whether as cultivators or as agricultural workers) as their main activity for livelihood. Thus nearly 65 per cent of the 'working population' is still dependant on agriculture for its mainstay.

The predominance of rural population, substantially dependant on agriculture, emphasises the vital place of agriculture in the economic landscape of Maharashtra State.

Agriculture provides food for people as well as raw material for industry. However, the share of the agricultural sector (i.e. primary sector) in the sectoral structure of State-Income is not commensurate with its socio-economic status. Following table will illustrate the position :—

**SECTORAL STRUCTURE OF STATE INCOME**  
*Net—State—Domestic—Product—at current prices*  
(Figures in Crores Rs.)

Serial No.	Sector	1950-61	1955-66	1970-71	1971-72
1	Agriculture, animal husbandry, forestry, fisheries etc.	664.2 (41.6)	771.1 (32.8)	1,080.4 (28.0)	1,062.6 (25.9)
2	Mining, Industry, Construction, Electricity.	426.1 (26.7)	742.5 (81.5)	1,881.1 (34.5)	1,493.5 (36.5)
3	Transport, Communications, Trade, Storage.	276.7 (17.8)	444.5 (18.9)	759.1 (19.7)	792.8 (19.4)
4	Banking, Insurance, Real estate, Public administration and Services.	230.4 (14.4)	395.4 (16.8)	687.0 (17.8)	747.0 (18.2)
	Net Domestic Product .. .. .	1,597.4 (100.0)	2,354.5 (100.0)	3,857.6 (100.0)	4,095.9 (100.0)

*N.B.*—The figures in brackets indicate the percentage to total State Income.  
*Source:* Maharashtra Economic Review 1972-73, page: 66.

The table shows that the share of the agricultural and allied sector's income in total State-Income, which was 41.6 per cent in 1950-61 has fallen to 25.9 in 1971-72 at current prices, although the agricultural income has moved from Rs. 664.2 crores at current prices to Rs. 1062.6 crores during the decade.

Higher rate of growth in other sectors like Industry, Construction, Electricity etc. and fall in agricultural incomes have resulted in bringing down its proportionate share in total State-Income during 1971-72.

### 3.02. Predominant rural character

The total geographical area of Maharashtra State is about 3.07 lakh square kilometres. With population at 504 lakh persons, residing in 272 towns and 35,851 inhabited villages the density per square kilometre works out to 164 for the whole State. The corresponding figure for whole India is 178 person per square kilometre.

The density of population varies from district to district. It is the highest in highly industrialised Greater Bombay (9,818) followed next in descending order by Kolhapur (254), Thana (239) and Poona (208). It is the lowest in Chandrapur District at 64 persons per square kilometre.

The rural-urban distribution of population over two decades shows that the urbanization percentage is gradually on the increase. It has gone up from 28.9 in 1961 to 31.2 per cent in 1971, which is the highest among all States in India. The decadal increase in population by 28.60 and 27.16 percent in 1951-61 and 1961-71 respectively has caused increasing pressure on land as other sectors namely industry, services etc. have not been able to absorb the increase substantially.

### 3.03. Pattern of land utilization

Statistics relating to land-utilization in Maharashtra State reveal that sixty percent of the total geographical area is used for growing food and non-food crops. The All India percentage of net sown area to total area works out at 45.0 in 1968-69. (Indian Agriculture in Brief—1971).

The distribution of land is as follows:—

(Area figures in "00" hectares)

Head of Classification	1968-69		1969-70	
	Area	Percentage to total	Area	Percentage to total
Reporting area for land utilization statistics	3,07,681	....	3,07,681	....
Total of 1 to 9.				
1. Forests .. .. .	54,188	17.6	54,085	17.6
2. Barren and un-culturable land .. .. .	17,800	5.8	17,737	5.8
3. Areas under non-agricultural uses .. .. .	6,911	2.3	6,820	2.2
4. Culturable waste land .. .. .	7,163	2.3	7,084	2.3
5. Permanent pastures and other grazing lands.	13,729	4.5	15,513	4.4
6. Land under miscellaneous tree crops and groves not included in net sown area.	1,988	0.6	1,950	0.6
7. Current fallows .. .. .	11,022	3.6	10,818	3.5
8. Other fallows .. .. .	11,192	3.6	11,050	3.6
9. Net area sown .. .. .	1,83,673	59.7	1,84,624	60.0
10. Area sown more than once .. .. .	9,995	3.2	9,727	3.2
Total cropped area (Total of 9 and 10 items).	1,93,668	62.9	1,94,351	63.2

Source : Season and Crop Report 1969-70, Maharashtra State, p. 23.

The proportion of cultivated area to non-cultivated area depends chiefly on soil-climate complex of each area. In the coastal districts of Thana, Kolaba and Ratnagiri, which have comparatively poor soils, the proportion of cultivated area is about one third of the total area, while one fifth area roughly is under fallows.

In the table-land districts of Poona, Ahmednagar, Nasik, Sangli, Kolhapur and Sholapur, the proportion is considerably high. In the Deccan tract comprising Dhulia and Jalgaon districts and Marathwada the percentage of cultivated area to total area varies from 47 to 89 per cent. As regards Vidarbha region the proportion varies from 25 to 74 per cent.

Following table indicates division-wise position about utilization of land.

*Division-wise Land Utilization*

(Figures in '00' hectares)

Serial No.		Bombay	Poona	Aurangabad	Vidarbha
1	2	3	4	5	6
1	Reporting area for land utilization statistics	71,024	75,021	64,803	97,333
2	Forests. .. ..	16,653	7,585	2,264	27,583
3	Barren and Unculturable land .. ..	8,717	6,078	884	2,058
4	Land put to non-agricultural uses .. ..	526	402	1,770	4,122
5	Culturable Waste .. ..	2,591	1,315	755	2,423
6	Permanent pastures and other grazing land.	2,078	1,484	2,635	7,316
7	Land under miscellaneous tree tops and groves not included in net sown area	778	297	243	632
8	Current fallows. .. ..	2,721	1,813	5,401	883
9	Other fallows. .. ..	4,398	3,560	1,295	1,797
10	Net area sown .. ..	32,562	52,487	49,056	50,519
11	Area shown more than once .. ..	1,811	2,661	2,943	2,312
12	Total cropped area i.e. gross cropped area	34,373	55,149	51,998	52,831

Source : Season and Crop Report 1969-70 Maharashtra State, p. 43.

The increasing demand for food and industrial raw material for a growing population and the need to achieve a measure of self-reliant economy have made the State Government to adopt multi-linear measures for agricultural development.



Amongst the measures, which have resulted in increasing the cultivated area or in improving the fertility of the soils, following measures may be noted :—

1. Soil conservation through contour-bunding;
2. Terracing the land;
3. Reclamation of non-coastal saline and alkaline lands;
4. Developing of waste-land;
5. Conserving water resources through Nallah plugging and trenching
6. Increasing irrigation facilities through canals, tube wells, lift-irrigation, tanks, etc.

### 3.04. Irrigation

The rugged topography of the land in Maharashtra State is a limiting factor in providing irrigation facilities on any extensive scale. A large part of the Deccan Plateau area is recurringly affected by scarcity conditions on account of inadequate and uncertain rainfall.

The ranking of Maharashtra State in regard to irrigation development is very low amongst the seventeen States in India. The Maharashtra State Irrigation Commission had examined the available water resources and had estimated that when all the resources were tapped, it might be possible to irrigate an area of about 61.94 lakh hectares, of which 52.63 lakh hectares would be from surface sources. As per Commission's recommendations efforts are being made to ensure more water supply for the fields.

The progress achieved in irrigation is illustrated by following comparative table :—

#### *Area irrigated by Sources*

(MAHARASHTRA STATE)

(Figures in hundred hectares)

Serial No.	Sources	1955-56	1960-61	1965-66	1970-71 (provisional figures)
1	2	3	4	5	6
1	Government canals	.. 1,995	2,128	2,194	2,737
2	Private Canals	.. 237	305	296	249
3	Tanks	.. 1,648	1,925	1,901	2,103
4	Wells	.. 4,600	5,953	7,107	8,006
5	Other Sources	.. 328	411	565	773

Source : Maharashtra Economic Review, 1972-73, page No. 71.

On account of plan-activities for increased irrigation facilities some progress has been achieved in increasing the irrigated area.

Following comparative table sums up the development :—

(Figures in hundred hectares)

Year	Net area irrigated	Gross area irrigated	Gross cropped area
1	2	3	4
1955-56	8,808	10,167	1,86,488
1960-61	10,722	12,198	1,88,229
1968-69	13,745	15,568	1,93,668
1969-70	14,312	16,232	1,94,351
1970-71	18,868	16,155	1,92,043

Source : Maharashtra Economic Review, 1972-73.

The distribution of irrigation facilities is uneven in the different parts of the State. Division-wise break-up supports the above statement of factual position. Following table indicates the development :—

*Net area irrigated*

(Area in hundred hectares)

Irrigation by	Bombay division (area)	Poona division (area)	Aurangabad division (area)	Vidarbha division (area)	State total (area)
1	2	3	4	5	6
1. Government canals	523	1,397	361	523	2,804
2. Private canals	89	228	....	....	317
3. Tanks	7	40	221	1,983	2,251
4. Wells	1,787	3,334	2,324	766	8,211
5. Other sources	55	568	26	80	729
Total for	2,461	5,567	2,982	3,352	14,312
Percentage of area irrigated to net area sown.	7.5 per cent	10.6 per cent	6 per cent	6.6 per cent	7.7 per cent

Source : Season and Crop Report, 1969-70, Maharashtra State, p. 46.

### 3.05. Main crops

The main crops of Maharashtra State are—(1) Rice, (2) Wheat, (3) Jowar, (4) Bajri, (5) Tur, (6) Gram, (7) Sugar-cane, (8) Cotton and (9) Groundnut.

The soils of Maharashtra State vary from region to region in regard to physical and chemical properties. The soil-climate complex influences tillage operations, planting methods, manurial doses and rotational system of crops.

How the husbandry practices differ under the influences of soil-climate complex is explained in brief in following paragraphs:—

(1) *Rice*.—Rice is grown in the State under very widely differing soil and climate conditions. Rainfall, which varies from 762 mm. to 3,302 mm. in rice-growing regions, determines the system of cultivation. The system is of two types (1) Up-land or dry-system of cultivation, (2) Low-land or wet-system of cultivation. Dry rice is raised as drilled-crop in regions of low rainfall as in Marathwada. Where there occurs heavy rainfall as in Konkan area transplantation system is traditionally followed.

(2) *Jowar*.—About 67 per cent of the Jowar-crop is obtained as a Kharif crop. The major areas of kharif crops are Vidarbha (excluding Bhandara and Chandrapur districts), Jalgaon, Kolhapur, Nanded and Osmanabad. In districts like Poona, Ahmednagar, Sholapur, Satara and Chandrapur, it is cultivated mainly as a rabi crop. Kharif crop is grown mostly in areas of assured rain-fall, while rabi crop is obtained in areas where rainfall is uncertain. Kharif crop is grown on light, medium and heavy soils while rabi crop is obtained from medium-heavy to heavy soils, as these are highly retentive of moisture. Drilling is the method generally followed for sowing in both kharif and rabi season. In kharif tracts sowing commences by July, while in scarcity areas sowing operations start by August-end till September-end according to varying conditions. Sowing time has to be adjusted so as to ensure adequate soil-moisture for proper germination and also avoid any damage from heavy rains. System of rotation of crops also differs in respect of kharif-jowar and rabi-jowar.

(3) *Wheat*.—Wheat is grown under two types of farming namely, under (i) dry cultivation, and (ii) remaining under irrigation.

The dry crop is taken in areas having deep textured soils, which possess capacity for retention of moisture. Areas having assured rains like Vidarbha division and Aurangabad division figure prominently with respect to dry cultivation system.

Irrigated wheat crop is generally taken on lighter to medium soils in Bombay-Poona divisions.

(4) *Cotton*.—Cotton area in the State can be divided into three regions, namely, (1) Marathwada region, (2) Khandesh-Ahmednagar-Barshi tract, (3) Vidarbha region.

The cotton soils are the 'regur' of India having been formed from weathering of trap rock. Cotton yields are low when there is heavy rainfall in Vidarbha, Parbhani and Nanded areas on account of bad drainage. In contrast, the yields in the scarcity areas like Barshi-Ahmednagar-Dhulia tract suffer when there is scanty rainfall.

Three course rotation Cotton-Jowari-Groundnut and two course rotation Cotton-Jowar are followed in these regions.

(5) *Sugar-cane*.—Deccan Canal region, Krishna Canal region and Marathwada region are the main areas where sugar-cane crop is grown. The major concentration of sugar-cane crop is around Deccan Canal area. Cultural practices differ according to the nature of soil. Due to heavy rains transplanting methods of sugar-cane is followed in Kolhapur tract, while in other areas single-planting system is adopted where the rains are not so heavy.

(6) *Ground-nut*.—The whole area under ground-nut can be divided into two distinct regions :—

*Region I*.—This comprises Amravati, Yeotmal, Akola, Buldhana, Aurangabad, Jalgaon, Dhulia, Nasik and Ahmednagar. These regions are characterized by light to medium-black soils receiving about 558-889 mm. of rainfall from south-west monsoon.

*Region II*.—This comprises Parbhani, Bhir, Nanded, Osmanabad, Sholapur, Poona, Satara, Sangli and Kolhapur districts. These regions are characterized by medium-black soils receiving 635-1016 mm. of rainfall from south-west and north-east monsoon.

### 3.06. Areas under principal crops

The distribution of areas under principal crops is as follows :—

#### *Area under principal crops*

#### MAHARASTRA STATE

(Figures in thousand hectares)

Crop 1	1955-56 2	1960-61 3	1965-66 4	1970-71 5	1971-72 6
1. Rice	.. 1,882	1,300	1,321	1,343	1,332
2. Wheat	.. 932	907	833	855	1,009
3. Jowar	.. 5,738	6,284	6,057	5,715	6,169
4. Bajri	.. 1,742	1,635	1,828	1,946	1,135
Total—Cereals	.. 10,091	10,604	10,510	10,819	10,096
5. Tur	.. 560	530	564	639	482
6. Gram	.. 494	402	312	352	433
Total—Pulses	.. 2,457	2,351	2,332	2,718	2,080

Crop	1955-56	1960-61	1965-66	1970-71	1971-72
1	2	3	4	5	6
7. Sugarcane	.. 91	156	171	205	182
8. Cotton	.. 2,635	2,500	2,716	2,792	2,378
9. Groundnut	.. 1,034	1,083	1,117	921	751
Gross Cropped Area	.. 18,649	18,823	18,972	19,204	N.A.

Source : Maharashtra Economic Review, 1972-73, p. 70.

From the above table it will be evident that areas under rice, wheat, jowar and sugarcane crops have increased during the decade, while decline is witnessed in the total area under Bajri, Tur, Gram and Cotton. Figures for 1972-73 have not been taken as major part of the State was affected by acute scarcity conditions.

### 3.07-A. Agricultural production (foodgrains)

The production of food-grains during the years 1955-56 to 1971-72 shows that in the case of cereals increase is witnessed in respect of rice and wheat. There is noticeable fall in regard to Jowar and Bajri. Similar decline in production is observed in regard to Tur and Gram the major pulses.

Following table brings out the trends :—

(Production in thousand tonnes)

Foodgrains	1955-56	1960-61	1965-66	1970-71	1971-72
1	2	3	4	5	6
<i>Cereals :</i>					
1. Rice	.. 1,198	1,369	884	1,646	1,369
2. Wheat	.. 400	401	280	438	503
3. Jowar	.. 2,333	4,224	2,295	1,564	1,932
4. Bajri	.. 446	489	370	782	239
<i>Pulses :</i>					
5. Tur	.. 405	468	248	279	251
6. Gram	.. 185	184	79	93	138
All Cereals and Pulses	.. 5,574	7,744	4,695	5,423	4,953

Source : Maharashtra Economic Review, 1972-73, p. 72.

Taking 1955-56 production as basis for comparison the total production of cereals and pulses expressed as percentage of 1955-56 reveals that 1960-61 marked the highest percentage-growth while 1965-66 recorded the heaviest decline.

Serial No.	Year	Percentage to production of cereals and pulses in 1955-56	
1	2	3	
1	1955-56	..	100.0
2	1956-57	..	112.2
3	1957-58	..	110.6
4	1958-59	..	118.8
5	1959-60	..	109.0
6	1960-61	..	138.9
7	1961-62	..	115.9
8	1962-63	..	120.2
9	1963-64	..	119.1
10	1964-65	..	121.0
11	1965-66	..	84.2
12	1966-67	..	106.8
13	1967-68	..	119.0
14	1968-69	..	121.2
15	1969-70	..	116.4
16	1970-71	..	97.3
17	1971-72	..	88.9

Source : Maharashtra Economic Review 1972-73 (page 72).

### 3.07-B. Agricultural production (cash crops)

The principal cash-crops grown in Maharashtra State are Cotton, Groundnut, Sugarcane and Tobacco. The production trends in respect of these crops are as follows :—

#### CASH CROPS

(Production in thousand tonnes)

Serial No.	Year	Cotton	Groundnut	Sugarcane	Tobacco
1	1955-56	136 (100)	718 (100)	683 (100)	11.3 (100)
2	1960-61	284 (208.8)	800 (111.4)	1,156 (169.3)	12.3 (108.9)
3	1965-66	179 (181.6)	473 (65.9)	1,120 (164.0)	6.4 (56.6)
4	1968-69	246 (180.9)	658 (91.6)	1,508 (220.8)	8.6 (31.9)
5	1969-70	217 (159.6)	584 (81.3)	1,617 (236.7)	5.7 (50.4)
6	1970-71	85 (62.5)	598 (83.3)	1,588 (232.5)	5.0 (44.2)
7	1971-72	165 (121.5)	468 (65.2)	1,298 (190.0)	6.6 (58.4)

Source : Maharashtra Economic Review, 1972-73 (page 73).  
(Figures in brackets show percentage to production in 1955-56.)

From the above table it will be evident that amongst cash-crops sugarcane has recorded on an average increased production achieving 90 per cent. increase while tobacco crop has shown declining trend. Cotton and Groundnut crops have exhibited expansion and decline in tune with good and bad rainy season.

### 3.08. Review of agricultural production

A review of agricultural production over the years from 1955-56 to 1971-72 reveals that the volume of production fluctuates very widely from year to year. The causes for such fluctuations are (1) inadequate or untimely rains, (2) adverse climate, (3) pests, (4) rise and fall in market prices leading to shifts in crop-pattern. The major reason is attributed however to adverse rain-fall conditions.

Scarcity conditions have existed affecting agricultural production from year to year. Following table shows the position :—

Serial No.	Year			Number of Kharif-villages affected by scarcity conditions
1.	1960-61	..	..	208
2.	1961-62	..	..	4,960
3.	1962-63	..	..	784
4.	1963-64	..	..	1,275
5.	1964-65	..	..	1,144
6.	1965-66	..	..	16,151
7.	1966-67	..	..	7,040
8.	1967-68	..	..	4,083
9.	1968-69	..	..	962
10.	1969-70	..	..	2,026
11.	1970-71	..	..	22,992
12.	1971-72	..	..	14,695
13.	1972-73	..	..	24,797

Source : Maharashtra Economic Review, 1972-73, p. 94.

### 3.09. Trends in agricultural production

As production fluctuates from year to year, comparison of achievement in one year with another year or any particular year does not help to bring out correct position, about underlying trend over a period of time. To overcome this difficulty statistical analysis of the time series of agricultural data is made and "*average compound rates of growth*" for the period 1951-52 to 1971-72

for the State have been worked out. These growth rates are worked out assuming the compound growth model. Following table indicates the growth trends :—

*Compound growth rates of agricultural production, area and productivity for Maharashtra State (1951-52 to 1971-72)*

(Percent per annum)				
Groups of Crops	Production	Area	Productivity	
1	2	3	4	
1. Cereals	0.71	0.33	0.38	
2. Pulses	(—) 1.47	(—) 0.01	(—) 1.46	
3. Foodgrains	0.41	0.28	0.24	
4. Non-Foodgrains	1.62	0.23	1.35	
5. All crops	0.82	0.26	0.30	

Source : Maharashtra Economic Review, 1972-73, P. 18.

The Review observes :—

“ During the period 1951-52 to 1971-72 the production of foodgrains increased at the rate of 0.41 per cent. The increase in the production of foodgrains was due to the increase in both area as well as productivity.

Area under foodgrains increased at the rate of 0.28 per cent per annum and productivity at the rate of 0.24 per cent per annum. There is a negative trend in area, production and productivity in the case of pulses. The production of cereals increased at the rate of 0.71 per cent per annum due to the increase in area and also productivity at the rates of 0.33 per cent and 0.38 per cent per annum, respectively.

The rate of growth of production and productivity was higher in the case of non-foodgrains than in the case of foodgrains. The production of non-foodgrains increased at the rate of 1.62 per cent and productivity at the rate of 1.35 per cent.

The rate of growth during the period of 1951-52 to 1971-72 in respect of all crops was 0.82 per cent for production, 0.26 per cent for area and 0.30 per cent for productivity.

A comparative study of All India and State-wise linear rates of growth of production, area under crops and productivity for foodgrains, non-foodgrains and all crops showed that Maharashtra State stood twelfth in the fifteen-listed States.



Comparative position with All-India averages was as follows :—

*Period 1952-53 to 1964-65*

(Average : 1952-53, 1953-54 = 100)

Group	Maharashtra	All India	Highest rate recorded by the State
I. (1) Food-grains production (percent)	2.99	2.75	4.89 (Madras).
(2) Area (percent) ..	0.33	0.02	3.03 (Rajasthan).
(3) Productivity (percent) ..	1.94	1.60	5.34 (Gujarat).
II. (1) Food-grains production (percent)	5.15	4.79	9.46 (Punjab).
(2) Area (Percent) ..	0.83	2.56	5.93 (Gujarat)
(3) Productivity (percent) ..	3.65	1.79	4.03 (Mysore).
III. (1) All crops production (percent) ..	3.19	3.42	5.56 (Punjab).
(2) Area (percent) ..	0.44	1.28	3.23 (Rajasthan).
(3) Productivity (percent) ..	2.62	1.91	4.52 (Gujarat).

Source : Growth rates in Agriculture 1949-51 to 1964-65.  
(Indian Agriculture 1971 p. 104).

### 3.10. Distribution of agricultural resources

Agriculturists grow various types of crops which can be broadly classified as food-grains and non-food crops. The distribution of resources so far as "area" under the crops in Maharashtra State is concerned is in the proportion of 7:3 between food-crops and non-food crops. Detailed position as obtaining in 1970-71 is as follows :—

Items	FOOD-CROPS		(In percentage to total area under crops)
1. Cereals and pulses	..	..	68.19
2. Sugar-cane	..	..	0.74
3. Fruits and vegetables	..	..	0.77
4. Condiments and spices	..	..	1.03
5. Other food-grains	..	..	0.02
	Total—Food-crops ..		<u>70.75</u>

## NON-FOOD CROPS

Items		(In percentage to total area under crops)
1. Oil-seeds ..	..	10.30
2. Cotton-and-other Fibres ..	..	14.13
3. Drugs and Narcotics ..	..	0.14
4. Fodder Crops ..	..	4.66
5. Miscellaneous Non-food crops ..	..	0.22
Total—Non-food crops ..		29.25
Total area under crops ..		100.00

Source : Maharashtra 1970, p. 59

### 3.11. Measures promoting agricultural development

The main emphasis during the planned era has been to ensure all-round development of agricultural economy. To raise the standard of living of masses in general and especially the rural people various steps have been taken—which are administrative, institutional, economic, fiscal and social in nature which have contributed to rehabilitate to certain extent the farmer on a firmer footing.

We discuss below in brief the measures which have tended to promote agricultural development and helped the *farmer* to stabilize his economic position.

(a) *Democratization*.—The promotion of democratic institutions like Zilla Parishads, Panchayat Samities and Gram-Panchayats have ensured participation of people's representatives in various developmental programmes including agricultural development. There are twenty-five Zilla Parishads, two-hundred and ninety-six Panchayat Samitis and about 22,200 Gram Panchayats in the State. A considerable measure of decentralization of powers and functions has been achieved through setting-up and promotion of these democratic institutions. Schemes pertaining mainly to agriculture, animal husbandry, education, social-welfare, public health, building and communications, irrigation have been entrusted to Zilla Parishad on agency basis for which, the State Government provides adequate funds. The association of peoples' representative in plan implementation has contributed to a certain extent in achieving progress on different fronts.

(b) *Tenancy Reforms*.—In pursuance of agrarian reforms policy laid down in the Five-Year Plans, Government has taken legislative measures to abolish various types of inams and social tenures like Saranjams, Jahagirs, personal inams, Kulkarni Vatans, Service inams, Bhil-Naik inams, interior villages vatans, Khoti tenures etc. which were the remnants of the past feudal age. The rights and privileges of these Vatandar-classes were rather zealously protected by the Britishers, for consolidating their position. With the advent of Independence, it became a part of the socio-economic policy of democratic Government to abolish these "Vatans" which had outlived their socio-political utility.

Government has proceeded to eliminate all intermediaries between the tiller of the soil and the State by abolishing all inams and non-rayatwari tenures. As a result of the various legislative measures, all special rights and privileges of the tenure-holders have been extinguished and the "class of intermediaries" between tiller of the land and the State has been totally removed. The inferior holders, permanent tenants etc; who were in actual possession of the lands, have been recognized as "occupants" and they have been given rights, which the occupants of rayatwari land have under land Revenue Code.

Security of tenure and conferment of ownership rights and elimination of intermediaries have been the guiding principles inspiring tenancy reform.

(c) *Ceiling on land ownership.*—As an integral part of tenancy reforms, legislation imposing ceiling on land holdings has been brought into force with the enactment of Maharashtra Agricultural Lands (Ceiling on Holdings) Act, 1961. The object underlying the legislation was to remove economic disparities in holdings and secure more equitable distribution of land. The enactment has been amended from time to time the latest being Maharashtra Agricultural Lands (Lowering of Ceiling on Holdings) and Amendment Act, 1972 passed in August, 1972.

The previous ceilings which varied from 18 to 48 acres in the case of irrigated lands and from 66 acres to 126 acres in the case of dry-crops lands have been considerably lowered to 18 acres and 54 acres respectively.

The net result of land reforms upto August 1972 may be summed up as follows :—

- (i) 9.65 lakh tenants have been declared owners in respect of an area of 10.52 lakh hectares of land.
- (ii) 4.69 lakh intermediaries have been permanently abolished.
- (iii) 46.87 lakh hectares of land has been brought under rayatwari tenure bringing the Cultivators on these lands in direct contact with the State.
- (iv) 4.08 lakh hectares of Government waste and forest lands were distributed to 1.30 lakh landless labourers. (73 per cent of allottees belonged to backward classes).

Source Speech of Revenue Minister, on 14th August, 1972 while moving Amendment Bill 1972, in Legislative Assembly. p. 4.

(d) *Consolidation of holdings.*—Agricultural lands were getting fragmented into uneconomic holdings on account of archaic inheritance laws. Consolidation of holdings scheme has been devised and implemented with the twin object (1) consolidation of holdings, (2) Prevention of uneconomic fragmentation. During 1951 to 1972 (August) about 75.83 lakh hectares land has been consolidated under this programme in about 9,000 villages.

(e) *Agricultural co-operatives.*—Agricultural credit co-operative societies form the major Sector of Co-operative movement. At the end of 1970-71 the agricultural credit societies numbering 20,348 formed 46 per cent of co-operatives in the State. The number of members was 39.28 lakh i.e. 45 per cent of the members of all societies.

Co-operative marketing societies (412), lift-irrigation societies (347) and co-operative farming societies (1179) have also been functioning which meet the needs of agriculturists and protect their interests.

The progress achieved by agricultural co-operatives is revealed in following tabular statement:—

	1960-61	1965-66	1971-72
<b>I. Type—</b>			
Number of Societies Agricultural and non-agricultural credit-apex and Central.	39	29	29
Agricultural credit .. ..	21,400	20,861	20,348
Marketing .. ..	344	419	412
<b>II. Members—</b>			
Agricultural and non-agricultural credit-apex and Central.	76,000	67,000	70,000
Agricultural credit .. ..	21,70,000	33,60,000	39,28,000
Marketing .. ..	1,41,000	2,19,000	2,87,000
	(in lakhs Rs.)		
<b>III. Working Capital—</b>			
Agricultural and non-agricultural credit-apex apex and Central.	11,907	29,331	72,527
Agricultural Credit .. ..	5,812	17,500	37,605
Marketing .. ..	592	2,683	4,752
<b>IV. Advances—</b>			
Agricultural and non-agricultural credit-apex and Central.	17,532	43,221	67,522
Agricultural Credit .. ..	4,256	9,130	12,547
Marketing .. ..	847	758	300
<b>V. Turnover—</b>			
Agricultural and non-agricultural credit-apex and Central.	....	....	....
Agricultural Credit .. ..	1,005	1,730	4,360
Marketing .. ..	4,761	14,501	22,723

(f) *Integrated area development scheme.*—The scheme has been framed with the object of assisting the small-holders and agricultural labourers. The small-holders, who constitute the large majority (nearly 47 per cent) amongst cultivators in the State cannot avail of the financial concessions and loan-assistances given under various State schemes on account of their small holdings. They cannot satisfy the requirements of credit-worthiness as envisaged by financial institutions.

To increase their income and raise their standard of living the scheme envisages various measures. The small-holder is rendered financial assistance to increase the productivity of his land through technological improvements in the basic production resources such as land, water, etc. He is helped in adopting intensive technique of cultivation by using improved seeds, fertilizers, insecticides and improved implements. To augment his agricultural income he is given assistance to set up subsidiary enterprises such as dairy, poultry, sheep-and-goat rearing, etc.

Compact blocks covering 8 to 12 thousand hectares are selected for integrated development programme. The pilot-scheme was first launched in Tasgaon Block (Sangli District) in 1965-66, and has been gradually extended to more districts. Soon the whole of the State would be covered under the integrated scheme. The scheme would rehabilitate the economically weaker sections in rural economy.

(g) *Aid from nationalized commercial banks.*—The commercial banks which hitherto had neglected channelizing their funds to finance agricultural developmental activities have started paying attention to agricultural sector. Credit-worthiness which was judged solely in terms of property holding is now recognized in terms of experience and character of the person seeking loan-assistance for agricultural development. The diversion of part of the loanable funds to agricultural sector has started giving results although efforts are on modest scale. It appears from the press release by Central Government that upto 31st March 1973 about 2 crores of rupees have been given at concessional interest rates to small farmers throughout India. A purposeful direction to the credit has been given since nationalization of banks as would subserve the needs of planned economy.

(h) *Community Development Blocks.*—The number of Community Development Blocks functioning in the State by the end of 1971-72 was 343. These blocks cover the entire non-municipal area of the State.

In the field of agriculture the physical achievements of the Community Development Programme are:—

(i) Distribution of improved seeds from 26,000 tonnes in 1970-71 to 28 thousand in 1971-72.

(ii) Distribution of chemical fertilizers (1) 363 thousand tonnes in 1970-71 and (2) 301 thousand tonnes in 1971-72.

(iii) Contour-bunding and terracing of land—From 4 lakh hectares in 1970-71 to five lakh hectares in 1971-72.

(iv) Land reclamation—From 3,000 hectares in 1970-71 to four thousand hectares in 1971-72.

(v) Distribution of pedigree bulls 316 in 1970-71 and 318 in 1971-72.

### 3.12. Farm prices

(A) *Trends.*—Prices reflect in general the trends in cost of production and supply demand position. Prices of the principal crops are being collected at the harvesting time of each crop very year by Agriculture-department.

The table below gives the average prices of agricultural commodities prevailing at peak marketing period for the years 1965 to 1970. The centres mentioned in the table below are the representative markets which indicate the general trends in the fluctuations of commodities in the State during the period under review :—

*Prices are in rupees per quintal except cotton prices are in rupees per three quintals*

Commodity	Centre	1965-66	1966-67	1967-68	1968-69	1969-70
I. Jowar	1. Mangalwedha (Sholapur).	A 56·00	56·00	56·00	56·00	56·00
	2. Karanja (Akola).	B 54·00	54·00	54·00	54·00	54·00
	3. Latur (Osmanabad).	C 49·00	49·00	48·00	49·00	49·00
II. Bajri	1. Nasik	13·317	90·19	97·42	92·36	85·02
	2. Phulmary (Aurangabad).	90·70	85·17	92·21	82·35	87·03
III. Rice	1. Thana	AA 90·80	89·5	9·70	100·50	100·50
	2. Goregaon (Gondia).	A 83·70	88·20	91·00	93·50	93·50
		B 76·55	75·35	84·25	86·50	86·50
	C 69·40	68·60	76·15	78·50	78·50	
IV. Wheat	1. Gada (Nagpur).	..	..	132·79	..	122·50
	2. Jalna (Aurangabad)	131·93	130·27	122·69	125·29	113·00
V. Groundnut	1. Karad (Satara).	..	..	121·91	123·82	140·00
	2. Osmanabad	130·35	149·93	153·96	139·17	170·00
VI. Cotton (Jarilla).	1. Bombay	1,032·14	1,015·95	1,205·49	1,254·16	1,455·5

N.B.—AA = Superfine ;  
B = Medium.

A = Superior  
C = Coarse.

Season and Crop Report, page 20.

(B) *Monopoly purchase*.—The Government of Maharashtra State has introduced monopoly purchase scheme bringing within its ambit Jawar, Rice, Nagli and Cotton. The measure guarantees in advance certain fixed prices, which would be paid to farmers for the purchases made by Government through its agents. The measure will assure income to farmers and protect him from the exploitation by traders and middlemen.

### 3.13. Growth prospects

A review of the agricultural scene during last two decades leads to the conclusion that the tempo of agricultural development is characterised by halting and slow progress.

The three successive years of scarcity conditions during 1970-71, 1971-72, 1972-73 have temporarily put a set-back as production and productivity have suffered on account of adverse natural conditions. However, as a result of scarcity conditions the shortcomings in agricultural planning are identified. In the coming decade the State policy would be geared to an all-out effort in increasing water-supply for the fields on more assured basis and help the farmers—

- (i) to adopt new techniques of agriculture.
- (ii) to get remunerative price for agricultural produce.

The coming decade may witness intensification of activities aimed at placing the agricultural economy on a sounder and broader footing so far as to sustain self-reliant economy.

• •

## CHAPTER IV

### AGRICULTURAL LABOUR

#### 4.01. Magnitude

Agriculture is the main activity of about 119 lakh persons out of 183 lakh economically active persons in Maharashtra State as per 1971 Census returns. The percentage of "agricultural workers" i.e., owner-cultivators, tenant-cultivators and wage-paid farm labourers together, comes to 65.02 percent of the total "working population" in our State. The corresponding figures for All-India is about 68.63. The cultivators class numbers approximately 65 lakh, while the wage-paid agricultural labourers are about 54 lakh. For every hundred cultivators, there are 82 wage-paid labourers in the State as per 1971 Census returns.

The agricultural labourers form the largest segment in the working population next to cultivator-class. The magnitude of its predominant position in the State economy can be understood by reference to following data about demographic distribution of working population according to nature of economic activity for livelihood.

*Distribution of "working" population (i.e., workers) according to livelihood activity*

Serial No.	Nature of economic activity for livelihood	Total number of persons pursuing the economic activity	Percentage to total worker* population (i.e. working population)
1	2	3	4
<i>Cultivators</i>			
1	Owner-cultivators, Tenant-cultivators, Share-Croppers.	6,537,375	35.5
2	Agricultural labourers (wage-paid labourers) ..	5,393,138	29.8
3	Live-stock-forestry, fishing, hunting, plantations, orchards and allied activities.	295,776	1.6
4	Mining, Quarrying .. ..	45,208	0.24
5	Manufacturing, processing, servicing and repairs		
	(a) Household Industry .. ..	563,327	3.06
	(b) Other than household industry .. ..	1,831,906	9.9
6	Construction .. ..	276,421	1.5
7	Trade and Commerce .. ..	1,231,674	6.6
8	Transport, Storage, Communications .. ..	560,586	3
9	Other services .. ..	1,654,868	8.9
Total—Workers* ..		18,390,279	100

\* *Worker*.—This means economically active person—whether working as employer, wage-paid labour or self-employed person.

Source : Union Primary Census Abstract (Maharashtra) 1971, pp. 3-4.



The distribution of agricultural labourers between rural and urban areas is about 51 lakhs rural and 2·83 lakhs urban. They constitute about 38·1 per cent of the “working” population in rural areas.

In All-India context the percentage of agricultural labourers to total “working” population in 1971 stands at 25·76 (Census of India 1971—provisional population total pp. 62), Maharashtra State stands fourth in the list of States as regards the number of the agricultural labourers, the first three places claimed by (i) Andhra Pradesh, (ii) Bihar, (iii) Uttar-Pradesh States in same order.

From the stand-point of wage-employed labourers, the agricultural labourers form the largest segment, which is numerically more than the combined total of all other wage-paid employees in industry, trade, transport and services.

The protective and welfare Labour Legislation has so far covered workers employed in factories and establishments. The vast multitude, which constitutes farm-labour, dispersed over the whole state, has remained practically outside, awaiting for “fair deal.”

It will be convenient to trace the salient aspects of recent history in respect of agricultural labour problem.

#### 4.02. Origin

The agricultural labour as a problem began to loom large upon economic horizon in the latter part of nineteenth century. It has become acute in successive decades, despite industrial and agricultural developments. Its origin can be traced to the economic events that took place during 19th and the first half of 20th Century.

Formerly, the agrarian society was based on the integrated unity of agriculture and traditional handicrafts. A position akin to “equilibrium” was attained in the distribution of human-resources between agriculture and traditional handicrafts in the rural economy at that time.

However, the Britishers introduced various measures, which practically destroyed the unity of village community by recognition of individual rights in preference to community rights. They changed the traditional pattern of land-systems and fostered, in order to strengthen their occupation, a new class of rentiers and absentee-land-owners, who exploited competition among peasants for tenancy rights, to collect more rent and share of produce. The “laissez-faire policies” pursued by Britishers encouraged factory-made goods to flood markets and “compete out” products manufactured by village-based handicraft and small-scale cottage industries.

The traditional balance which was rather precariously maintained between working force in agriculture and handicrafts gave way, under the force of free competition and increasing population pressures. Vast numbers of artisans and craftsmen who depended for livelihood on sale of handicraft-products saw their industries “dwindle and decline”, compelling them to scramble for a piece of land or join agricultural labour ranks for a living. Sir Charles

Trevelyn has rather boastfully reported to the Select Committee of House of Commons that, "We have swept away their manufacturers". They (Indans) have nothing to depend on but the produce of land. (R. Palme Dutt : "India Today" 1947, pp. 193).

The de-industrialization of rural economy, a process started in 19th Century gathered momentum in the closing years of 19th Century. It caused increasing pressure of population on land, as the only economic source for making a living, which led to division, sub-division and fragmentation of holdings. There was a phenomenal rise in small-scale tenant-cultivators and wage-paid agricultural labourers.

Following figures bring out the factual position;—

*Agricultural Labourers*

(Figures in million)

1. Year	..	1882	1891	1921	1931
2. Agricultural Labourers	..	7.5	18.71	21.5	33

*Source: Agrarian Reforms Committee Report 1949, p. 114.*

Summing up the deteriorating position of those days Dr. Radhakamal Mukerji observed—"Every circumstance, which has weakened the economic position of small holder has increased the supply of agricultural labourers—loss of common rights in the rural economy—the disuse of collective enterprise, the sub-division of holdings—the multiplication of rent receivers, free mortgaging and transfer of land and the decline of cottage industries." (Land Problems in India, p. 215).

The rise of landless agricultural labour as a problem is a phenomenon of the 20th Century, which signifies further deterioration in the situation. "In 1840 Sir Thomas Munro, Census Commissioner reported that there was no landless peasant in India" (India To-day by Rajni P. Dutt, pp. 198). Similarly, Sir George Campbell observed in his book "Modern India" that "there was no distinct class as landless agricultural labour in the 19th Century."

However, mounting pressure of population on land, fragmentation of holdings into even uneconomic units, and squeezing rents by landlords forced small tenants and holders to sell their right and swell the ranks of agricultural landless labour. Agriculture suffered as tenants, who had no security of tenure (they were tenants-at-will) could not invest any resources, while the absentee landlords diverted their 'surpluses' towards investment in rent-paying properties in towns or in agency type trading enterprises. The National Sample Survey taken in 1963-64 estimates that in Maharashtra State about 28.57 percent of agricultural labourers possessed some land, while 71.43 per cent of wage-paid agricultural labour was landless. The All-India figures are 38.83 percent with land while 61.17 percent of agricultural labourers were without any land.

(*Source*.—Agricultural Labour in India—A Compendium of Facts 1968, pp. 17)

#### 4.03. Nature and dimensions of the farm-labour problems

The problems of agricultural labour are mainly social and economic in nature.

The first set of problems has its origin in the social set-up of the village communities. They are governed largely by traditional social-values handed down from generation to generation. As aptly observed by Justice Ranade "Custom rather than contract and tradition rather than competition determine their socio-economic pattern of life. Social stratification in rural area is closely associated with land-ownership and caste. Big land-owners are at the apex exercising economic power and influencing social action as per their interest. Most of the wage-paid labour especially agricultural labour is assigned a lower rung in the rural hierarchy.

According to 1961 Census returns agricultural labour was drawn from Scheduled Castes and Scheduled Tribes to the extent of 88·20 and 10·59 respectively on All-India level. As for Maharashtra the percentages of classes comprising agricultural labour in 1961 were scheduled caste (12·11), scheduled tribes (11·95) and other classes (75·94). The percentage of so-called "lower classes" is not very high as compared to Andhra, Rajasthan, Punjab and Uttar Pradesh.

The low social valuation of wage-paid farm-labour coupled with caste considerations have placed the farm-labourers socially in a vulnerable position. Recent progressive social legislation and special measures for the socially and economically backward classes have tended to weaken the traditional sway of social values of feudal age. A fair measure of enlightened public opinion holds the view that economic upliftment vigorously pursued would blunt the edge of social disparities within a shorter spell of time.

The second set of problems has its roots in the economic conditions of the agricultural labour.

The employment conditions of agricultural labour are characterized by certain features. Firstly, the wages paid are comparatively very low as compared to the rates paid in other economic activities. Difficulties arising from low wage-income are further accentuated by short duration of employment. Periods of intermittent unemployment and lack of opportunities for gainful employment in other fields have cumulatively landed the agricultural labour in a stagnating position.

The problem of agricultural labour has received attention from the inception of planning-effort, when National Planning Committee was appointed in 1938. The "sorrowful and distressing" condition of this unfortunate class has been graphically described in every report on Indian Agricultural Problems and sympathetic measures suggested for their upliftment from "Sub-human level of its existence."

It is realized that the problems of farm-labour are manifold and are inextricably mingled with the problems of rural economy, which are basically low income, low productivity and lack of continuous gainful employment. The

Asian Regional Conference (Sponsored by International Labour Organization) held in New Delhi in 1947 has summed up the common characteristics of agricultural situation in most of the Asian countries. There are :

- (1) Divorce between ownership and cultivation—predominance of landlordism ;
- (2) Low yield per acre ;
- (3) Uneconomically small and fragmented holdings ;
- (4) Absence of scientific methods and mechanization—use of primitive implements ;
- (5) Insignificant use of fertilizers ;
- (6) Prevalance of burdensome agricultural debt ;
- (7) Small proportion of agricultural produce accruing to the actual tiller of the soil ;
- (8) Instability of agricultural incomes and price dependance on export market.
- (9) Pressure of population on land ;
- (10) Drain of ability from village to town—reluctance on the part of intelligentsia to settle in villages for lack of modern amenities.

Our agriculture has suffered considerably from all the abovementioned handicaps.

The Planning Commission in its Second Five-Year Plan observed that agricultural workers constitute "a vast and complex problem, which has far-reaching implications not only for the rural economy but also in relation to the entire process of economic and social development in coming decade." The vicissitudes through which, rural economy in general and agricultural economy in particular, have passed as a result of de-industrialization of rural economy and increasing pressure on land, have produced their worst debilitating and devastating effects upon the economically weak classes in rural society.

Development of agriculture based on the utilization of the manpower resources of the country-side and maximum use of local resources holds a key to the rapid development of the country (Third Five-Year Plan pp. 23). In the scheme of development, the first priority belongs to agriculture. The successive Five-Year Plans seek to harness the national resources of the country, increase production and employment and provide greater amenities to rural areas. They also envisage a re-organization of agrarian structure in which agricultural labour will participate fully and on equal terms with others.

A multi-linear approach is necessary for improving the social and economic conditions of agricultural labour.

It is no gain saying the fact that agricultural labour is the oldest form of labour constituting the largest single sector in working labour force. Through planning, the nation is engaged in the mighty endeavour " of providing sound foundations for sustained economic growth, for increasing opportunities for gainful employment and for improving the living standards and working conditions of the masses. It is only proper that those at the lowest rung of the agricultural ladder, namely agricultural labour should find a pivotal place in the scheme of development. Minimum wage fixation is amongst a battery of measures calculated to ensure economic amelioration and social rehabilitation of the rural poor. The " weeping wound " of agrarian system as J. C. Kumarappa described the farm-labour situation is to be healed very early.

#### 4.04. Trends in size of farm-labour

The number of farm-labourers is subject to change on account of many circumstances. The major causes of fluctuations in size may be enumerated as follows :—

- (1) Normal variations in population.
- (2) Institutional reforms such as tenancy-legislation, ceiling on land-holding legislation, consolidation of holdings.
- (3) Administrative relief/welfare measures-distribution of land to landless labour and other weaker sections.
- (4) Acquisition of land for public purposes-compensation, resettlement etc.
- (5) Opening up new avenues of employment-through public works, industrial development etc. migration of labour.
- (6) Division and sub-division of land-holdings, transfers of proprietary rights.
- (7) Bhoodan movement through organized social action.

The above circumstances have set in a train of changes creating new land-owners, dispossessing existing owners, converting landless labour into tenancy-holders or *vice versa*, migration to other economic sectors etc. The net results of such changes are difficult to reduce to quantified terms. The Census Returns, however, help in a certain measure to ascertain the underlying trends. We reproduce below the census figures relating to agricultural labourers for 1961 and 1971, which cover a period of one decade. Figures for 1951 are not taken as due to "definitional change they are not strictly comparable (See Explanatory Note No. 20 Census of India 1961 Vol. X-pp-20).

## FARM LABOURERS

*Division-wise numerical strength 1961-1971*

Division	1961 Agricultural labourers	1971 Agricultural labourers	Percentage increase (plus) or decrease (minus) in 1971- over 1961
Bombay .. .. .	9,33,770	12,26,633	plus 31.3
Poona .. .. .	7,49,805	9,49,482	plus 26.6
Aurangabad .. .. .	11,30,624	11,42,390	plus 1.06
Nagpur .. .. .	16,95,803	20,74,633	plus 22.3
<b>Total Maharashtra State ..</b>	<b>45,10,002</b>	<b>53,93,138</b>	<b>plus 19.5</b>

Source : (1) Census of India, 1961, Vol. X, pp. 21

(2) Union Primary Census Abstract (Maharashtra) 1971, pp. 3-4.

Agricultural labourer includes only wage-paid agricultural labourers. The term does not include dependants who are not economically active workers.

Taking into consideration the normal decennial increase which is worked out at 27.45 for 1961 to 1971 decade it is evident that in Bombay division rise in the numerical strength of agricultural labourers is highest while in Aurangabad it is almost insignificant.

It would be pertinent for our enquiry to ascertain the changes in size that have taken place in respect of cultivator class.

The table below presents the comparative data :

## CULTIVATORS

*Divisionwise Numerical Strength during 1961-71*

Division	1961 Number	1971 Number	Percentage in- crease (plus) or decrease (minus) in 1971 over 1961
1	2	3	4
Bombay .. .. .	24,65,661	18,59,130	— 24.6
Poona .. .. .	27,42,697	19,85,690	— 27.5
Aurangabad .. .. .	15,80,601	12,13,115	— 23.3
Nagpur .. .. .	19,48,116	14,79,440	— 24
<b>Total Maharashtra State ..</b>	<b>87,37,075</b>	<b>65,37,375</b>	<b>— 25.1</b>

Cultivator includes owner-cultivator and tenant-cultivator. The term excludes dependants who are not economically active persons.

Source : (1) Census Report 1961.

(2) Union Primary Census Abstract 1971.

The above table reveals that there has been nearly uniform decrease in the number of cultivators in all divisions during 1961-1971 decade. Having regards to the decennial rise in population by 27.45 for 1961-71 period the decrease to the extent of 25.1 per cent on average for the whole state appears significant.

#### 4.05. Proportion of farm labour

The main emphasis in planning for agricultural development has been to reduce the pressure on land and divert surplus man-power in agriculture to other gainful economic activities. The extent of success achieved can be ascertained by reference to comparative position obtaining at different points of time.

Following tabular statement reveals the trend :—

*Division-wise distribution of farm-labourers and their percentage to total workers i.e. economically active persons*

Division	1961			1971		
	Total workers	Farm labour	Percentage of farm labour to total workers	Total workers	Farm Labour	Percentage of farm labour to total workers.
Bombay	61,47,308	<u>98,3770</u>	15.1	64,61,139	12,26,633	19
Poona	47,13,701	7,49,805	15.9	43,15,878	9,49,482	21.9
Aurangabad	33,09,631	11,30,624	34.1	28,85,931	11,42,390	39.5
Nagpur	47,77,845	16,95,803	35.5	47,27,331	20,74,633	43.9
Total Maharashtra State	18,948,481	45,10,002	23.80	1,83,90,279	53,93,138	29.3
Total India	18,85,71,542	3,15,19,411	16.71	18,36,05,325	4,73,04,808	25.76

Source : (1) Census of India 1971 (provisional) p. 62

(2) Union Primary Census Abstract (Maharashtra) 1971.

The above data, when analysed, shows that the proportion of farm-labour to total working population has increased during the decade 1961-71, in Maharashtra State as well as on all-India level. Further Bombay and Poona regions show less percentage than the State average. The industrial development that took place at a faster rate in these regions partly accounts for less percentage. The higher proportion of farm labourers in Aurangabad and Nagpur divisions indicates that lower rate of industrial development is unable to absorb the surplus man-power in agriculture.

The All-India rise in the farm-labour strength and its increasing proportion in total working force suggest that man-power planning has not been effective enough even to stabilize the earlier ratio.

#### 4.06. Size of holdings

The size of land-holding is one of the important factors, which among other things influences employment opportunities for wage-employed farm-labourers. Where the size of the unit for cultivation is very small, the owner cultivator tends to employ more of family-labour or "exchange-labour" in order to save on wage-expenditure. Larger the size of the holding, there is every likelihood that the land-owner would employ considerable numbers of casual labourers and some permanent attached labourers for carrying out agricultural operations during peak season and slack season. In some such cases the employer-cultivator may prefer mechanization of certain operations and reduce the dependance on hired labour to the minimum.

It is proposed to discuss the size of holdings—their distribution from the standpoint of identifying the areas of employment potentialities and the economic effects on agricultural economy. (a) The First Agricultural Labour Enquiry conducted on All India basis took place in 1950-51, when the first Five Year Plan was being launched. The object of the enquiry was to collect comprehensive data on the economic conditions of agricultural labour" with a view to formulating for them protective and ameliorative measures including minimum wages. The enquiry was conducted in 800 villages selected on the basis of stratified random sampling throughout India.

The findings relating to *Bombay area* and *Central provinces* and *Hyderabad* (which covers present Bombay-Poona divisions, Vidarbha and Marathwada areas of Maharashtra) are as follows :—

Classes	(Figures in acres)		
	Bombay	Madhya Pradesh	Hyderabad
	Average size of holdings in acres	Average size of holdings in acres	Average size of holdings in acres
1. Land-owners ..	11·7	36·4	74·9
2. Tenants ..	8·8	13·4	8·1
3. Agricultural labour with land ..	3·7	6·8	13·8
Average for all above classes ..	9·9	19·5	17·0

All-India Average : 7·5 acres

Source : Agricultural Labour in India—by B. Rammurti, pp. 102, 112, 115. Publication Central Statistical Organisation.



(B) The National Sample Survey relating to Census of land-holdings was undertaken during July 1954-March, 1955 covering 704 sampled villages and about 12,480 sample households diffused over the whole country. The sample revealed that out of 66 million households residing in rural areas, 15 million did not own any land. Remaining 51 million owned nearly 310 millions acres. On an average, the size of the cultivating household's holdings was 6.05 acres. A comparison with the earlier data collected during First Agricultural Labour Enquiry (1950-51) shows that there has been a fall in the average size of cultivators holding from 7.5 acres to 6.05 acres All-India level.

The *relevant data* for West India Zone (this includes Western Maharashtra) and Central India Zone (this includes Vidarbha area) was as follows :—

Zone	No. of sample villages	No. of sample households	Average owned area (acres)	Percentage of households owning land below average
	1	2	3	4
1. West-India	84	1,423	10.44	69 per cent.
2. Central India	122	1,940	10.57	68 per cent.
All India	704	12,480	6.05 (acres)	72 per cent.

All lands owned by a household were not necessarily in its possession, for it could lease out part or whole of it according to convenience. It was noticed that leasing out situation was as follows:—

*Percentage of households leasing-out land partly/fully etc.*

Zone	Total No. of households	Not leasing land	Partly leasing out land	Fully leasing out	Landless households	Total
1	2	3	4	5	6	7
1. West India	5,844	54.88	10.06	3.90	31.16	100.00
2. Central India	9,836	61.95	12.44	3.16	22.45	100.00
All India	65,659	63.45	12.48	2.07	22.00	100.00

From the above statement it is clear that among all households 63·45 percent did not lease out land, while 14·5 percent leased out their land partly or wholly. Remaining 22 percent households were *landless*. It was further noticed through statistical analysis that 81 percent, who owned 69 percent of the total area did not lease out any land. Another 16 percent owning about 29 percent of the total area leased only a part of their land, nearly 3 percent households owning roughly 2 percent of total land leased out their entire land. This trend was more or less common for all zones in India during 1954-55.

The concept of leasing out one's land has led to the study of "*operational holding*" which is defined as the land owned by the household plus leased-in land, minus leased-out area. The position was as follows :—

*Average size of household "operational holding"*

Zone	Average size of operational holdings (acres) 1954-55	Average size of operational holdings (acres) 1950-51
1. North India .. ..	3·79	5·30
2. East India .. ..	3·58	4·50
3. South India .. ..	3·90	4·50
4. West India .. ..	10·17	12·30
5. Central India .. ..	9·60	12·20
6. North West India .. ..	10·16	12·60
All India .. ..	5·70	7·50

*Source* : Report of Second Enquiry (Agricultural Labour in India) Vol. 1, pp. 20.

The rapidly increasing population and consequent pressure on land besides creating occupational imbalance and over-abundance of man-power has also had the effect of sub-division and fragmentation of holdings.

"Agriculture in India is carried on as a mode of living rather than as an enterprise for profit". This is particularly true where the holding is of small size and, therefore, dependant on family labour for cultivation and other farming operations. The small farmer in such cases attends agricultural work for subsistence.

(c) It would be instructive to study the distribution of holdings during 1952-53 in Maharashtra State, for which detailed statistics are available from the Census of Land-holdings undertaken at that time.

*Small Land Holders in Maharashtra (1952)*

Division	Number of holdings	Holders below 5 acres	Percentage of 3 to 2	Area owned	Area owned by holders below five acres	Percentage of 6 to 5
1	2	3	4	5	6	7
Bombay ..	11,54,998	6,44,681	55.81	1,04,97,923	12,10,962	11.63
Poona ..	12,20,556	5,81,481	47.64	1,40,23,318	12,15,616	8.67
Aurangabad ..	7,12,608	1,29,691	18.20	1,42,27,566	3,69,791	2.59
Nagpur ..	12,49,741	6,85,634	54.81	1,31,69,318	14,74,290	11.18
Total Maharashtra	43,37,903	20,41,487	47.06	5,18,28,126	42,70,659	8.24

*Source : Integrated Area Development Scheme (1966), pp. 30-31.*

The average size of holdings in 1952 division-wise was as follows :—

Area	Average size per holding in acres
1. Bombay Division .. .. .	9.08
2. Poona Division .. .. .	11.48
3. Aurangabad Division .. .. .	19.76
4. Nagpur Division .. .. .	10.53
Average for Maharashtra State ..	11.94 (Acres)

(Based on 1952 Census of Land Holding.)

According to the Census of Holdings (1952) there were 47.06 per cent holdings which were below five acres in size, while the area owned by these small holders was 8.24 per cent of the total area owned by the holders in the whole State.

The Bureau of Economics and Statistics (Maharashtra State) carried out a sample survey of land-holdings in the State during 1968-69.

(d) From the data collected and tabulated it appears that the number of holdings had increased from 48,37,900 in 1952-53 to 57,14,000 in 1969-70 a rise of 31.72 per cent in the number of holdings. The area owned has also increased from 209,31,000 hectares (1952-53) to 211,46,000 hectares in 1969-70 which works out to 1.03 per cent increase in the total size of area owned.

According to the statement (1-14) prepared by the Revenue Department the comparative position of size-class-wise holdings was as follows :—

One hectare=2.471 acres.

*A comparative study of size-classwise holdings in 1952-53 and 1969-70 (Maharashtra State)*

Size-class of holdings (in hectares)	Number of Holders		Area held in Hectares		1952-53	Per cent total	In 1969-70	Per cent to total
	Number of holders (1952-53)	Per cent to total	Number of holders in 1969-70	Per cent to total				
1	2	3	4	5	6	7	8	9
Upto 1	.. 13,00,508	30	17,02,000	29.8	6,01,000	2.9	7,83,000	3.7
1 to 2	.. 70,970	17	10,71,000	18.7	11,07,000	5.3	15,37,000	7.2
2 to 4	.. 8,55,610	19.7	12,13,000	21.2	24,81,000	11.8	34,17,000	16.2
4 to 6	.. 4,68,084	10.8	6,54,000	11.4	23,08,000	11.0	31,88,000	15
6 to 8	.. 2,89,967	6.6	3,81,000	6.7	30,12,000	9.6	26,08,000	12.3
8 to 10	.. 1,72,114	4	2,27,000	4	16,37,000	7.8	20,14,000	9.6
10 to 12	.. 1,26,930	3	1,52,000	2.7	13,93,000	6.6	16,61,000	8
12 to 20	.. 2,36,218	5.5	2,32,000	4	37,86,000	18	33,43,000	16
Above 20	.. 1,47,540	3.4	82,000	1.5	56,06,000	27	25,09,000	12
<b>Total Maharashtra</b>	.. 43,37,000	100	57,14,000	100	2,09,31,000	100	2,11,46,000	100

44

*Note.*—Figures for 1952-53 are based on the Agricultural Census and those for 1969-70 on the "Sample Survey" Conducted by Bureau of Economics and Statistics. Reproduced in 'Basic Statistics of Revenue Department' (1972) pp. 34. (To convert hectare into acres multiply by 2.471. To convert acres into hectare multiply by 0.4047).

Following conclusions can be drawn based on statistical data :—

(i) *Average size of holding*—The average size of holding has decreased from 4.82 hectares in 1952-53 to 3.70 hectares in 1969-70, in Maharashtra State.

(ii) *Significant changes*—in the composition of classes of Holders and Area owned by them :—

(a) The number of holders in each of the size-classes namely “upto one hectare to twelve hectares”—has recorded an increase ranging from 19 to 44 per cent between 1952-53 and 1969-70. Area owned by these size-classes has also increased from 19 to 34 per cent.

(b) The number of holders in the size class—Above 12 to 20 hectares’ has decreased by 1.79 per cent and area owned by them also recorded decrease by 9 per cent.

(c) The number of holders and the area owned by them in the size-class “above 20 hectares” has recorded heavy decline to the extent of 44 per cent in numerical strength and 55 per cent in area owned:

(iii) *Land-Reform Measures*.—Tenancy and Ceiling on land-holding legislation have to a certain extent exercised their impact in causing change in the composition of classes of holders and area owned.

#### 4.07. Employment potential

Small-size farm-holders cultivate their lands using predominantly family labour. Sometimes a group of small-farmers, marginal holders combine and cultivate their pieces of land on what is called exchange-labour basis. Such system is noticed in Konkan, Dhulia and Thana area. The merit of the system is no wage-cost is involved and agricultural operations are carried out by mutual help and accommodation. The percentage of small-holders owning upto two hectares is about 48.5, as per sample survey of land holdings made during 1969-70 in Maharashtra State.

According to the Report on the Economic Conditions of Weaker Sections in Rural population (Maharashtra State) in July 1970 to June, 1971 it was observed that small cultivator owning upto 5 acres land was in no better position than the wage-earning agricultural labourer. The Report concludes—

“The average per capita income of small cultivator household works out to Rs. 279 and that of wage-earning house-hold to Rs. 288 ” (pp. 22). The gross income from farm enterprise and allied activities was found to be Rs. 623, while disbursements on farm amounted to Rs. 159 leaving Rs. 464 net income for a small-cultivator’s family the average size of which is 4.75 members” About 33 per cent of the total holders, fall in the size-class above 4 hectares owning approximately 80 per cent of total owned land. They are the “cultivators” who require hired labour besides family labour in varying numbers for agricultural operations. Such classes of cultivators engage large numbers of labourers on casual basis for field work and a few hands on monthly or yearly basis as attached labourers (Saldars). Out of 43.4 lakh holdings 14.5 lakh holdings are above 4 hectares (10 acres approximately) these are the regular employers on a rough estimate who engage hired labourers.

It is generally accepted by agronomists that labour requirements of different crops vary widely. Cropping pattern and insensitivity of cultivation practices necessitate additional labour-employment. Sugar-cane, potato, onions, paddy, grapes, cotton, vegetables, chillies, groundnut and tobacco most of these crops require larger labour input than other crops. Irrigated and double cropped areas require also more hired labour even though size of holding is small.

Large complements of hired labour are employed in irrigated areas, where sugar-cane and other bagayati farms are set-up and run like commercial enterprises.

The pattern of employment is characterized by following features, namely:—

- (i) Seasonal employment of casual labour.
- (ii) Meagre and intermittent employment during off-season.
- (iii) Permanently attached labour i.e. engaging a few hands for attending year-round all types of farm-and-allied work.

#### 4.08. Overlapping nature of agricultural classes

Agriculture in India is not only an economic activity but a way of living for a major section of the rural population. The working force is composed of owner-cultivators, tenant cultivators and agricultural labourers. Among these small holders (upto five acres) form nearly 48.5 per cent of the land-holders. Majority of them join agricultural labour force when they have no work on their farms. Although small-holders are numerically strong, they are economically very weak. They have few resources, low productivity, low income and suffer from under-employment as well as unemployment intermittently.

During the course of evidence recording it was pointed out by representatives of farmer-employers that in Konkan area the farmer employer is a cultivator for only about two-to-four months. For the rest of the year he works like any other agricultural labourer for earning wages either in big farms or in non-farm employment. Similar situation prevails in respect of marginal tenants in other areas especially in non-irrigated areas.

What is popularly known as agricultural hierarchy broadly comprises land-owners, tenant-cultivators and wage-paid farm-labour. But these agricultural classes are overlapping in the sense that some of the small land-owners are also tenants while some tenant-cultivators work as hired agricultural labourers. It is observed that there is no clear-cut distinction among different categories of agriculturists and therefore no distinct clear-cut employer-employee relationship exists in agriculture except in the case of big land holders and commercial enterprisers and the farm-hands they employ. The absence of rigid employer employee relationship as in the industrial field is a characteristic feature of agricultural landscape, which is dominated numerically by small holders.

#### 4.09. Farm-labour with land

Farm labourers can be divided into two broad groups namely Farm-labour with land, (2) Farm-labour without any land. During the 1950-51 All India Agricultural Labour Enquiry it was found on the basis of data collected that the proportion of agricultural labour families with land to those without land was 50 : 50 on All India basis. In West India (which includes Bombay-Poona divisions of Maharashtra State) out of 19,000 families of labourers only 8,000 possessed some land, while 11,000 were without land. In Madhya Pradesh area (this includes Vidarbha-region) out of 36,000 labour-families only 14,000 had land, whereas 22,000 were landless. In Hyderabad area (this includes Marathwada region) out of 41,000 families, 19,000 had land while remaining 22,000 were landless.

In the 1956-57 the data disclosed that in Bombay area 33.28 per cent agricultural labour households had land while 66.72 per cent were without land. In Madhya Pradesh area the proportion was 49 per cent with land and 50 per cent without land. The National Sample Survey taken in 1963-64 revealed that on all India basis only 39 per cent farm-labour-households possessed some land while remaining 61 per cent were without land.

Following table presents the data as collected during 1963-64 Enquiry, pertaining to Maharashtra State:—

#### MAHARASHTRA STATE

Total No. of rural households (000)	Agricultural Labour Households			All	Percentage of agricultural labour household to total rural households
	Total No. of households (000)	Percentage of with land	Percentage of without land		
1	2	3	4	5	6
I. 1,575	1,398	28.57	71.43	100	88.77
<i>All India Position</i>					
II. 17,247	14,124	38.83	61.17	100	81.89

Source : Agricultural Labour in India. A Compendium of Facts, 1968 p. 17

Comparative position of agricultural labour with land and without land during 1950-51 to 1963-64 is presented in the following table. Maharashtra and Gujarat have been grouped together as upto 1960 the figures were combined and therefore not separable easily.

*Percentage of agricultural labour households with land/without land in  
Maharashtra-Gujarat States*

		<i>With land</i>			
<i>I. Area—</i>		1950-51	1956-57	1963-64	Remarks
Maharashtra/Gujarat	..	36.71	33.28	28.57 (for Maharashtra only).	—4.71 (decrease in percentage).
		<i>Without land</i>			
<i>II. Area—</i>		1950-51	1956-57	1963-64	Remarks
Maharashtra/Gujarat	..	63.29	66.72	71.43 (for Maharashtra only)	+4.71 increase in percentage.

(i) All-India level: There is decrease to the extent of 11.1 per cent in agricultural labourers with land between 1950-51 to 1963-64.

(ii) There is increase to the extent of 11.1 per cent in the agricultural labour households without land between 1950-51 and 1963-64.

Source : Agricultural Labour in India—A Compendium of facts, 1968 (pp-19).

Population pressure, tenancy reforms and uneconomic working of small-size farming have together contributed to the rise of landless agricultural labour class.

#### 4.10. Sex-composition (women-labourers)

The most striking feature of agriculture-industry is that the proportion of women in the complement of "cultivators" as well as "agricultural labourers" is quite significant. Following table brings out the proportion :—

*Proportion of women-in Cultivator class and agricultural  
Labour-class (Maharashtra State) 1961-1971*

Year	Total cultivators	Male cultivators	Female cultivators	Total agricultural labour	Male Labour	Female Labour
1961 ..	87,37,075 (100.00)	47,44,781 (54.31)	39,92,294 (45.69)	45,10,002 (100.00)	21,12,617 (46.84)	23,97,385 (53.16)
1971 ..	65,37,375 (100.00)	49,19,924 (75.26)	16,17,451 (24.74)	53,93,138 (100.00)	29,25,542 (54.25)	24,67,596 (45.75)

*N.B.*—Figures in bracket indicate percentage to total cultivators and total agricultural labours.

Source : Census Returns 1961-1971.



From the above table it is evident that in regard to cultivator-class, the percentage of female-cultivators has gone down from 45.65 to 24.77 per cent during 1961-71. Similarly the proportion of women, which was 53.21 per cent of total agricultural labour in 1961 has decreased to 45.63 in 1971. There is, however, absolute increase in the numerical strength of male and female agricultural labourers between 1961 and 1971. The All India corresponding percentages of women workers are 12.3 among cultivators-class and 33.8 in agricultural labour class for 1971. The numerical strength of women-cultivators has shrunk from about 331 lakh in 1961 to 97 lakh in 1971 approximately, while the agricultural labour strength is nearly constant during 1961 and 1971 on All India level. The trends noticed in Maharashtra are approximately in tune with All India social phenomenon.

*Divisionwise sex composition of agricultural workers  
i.e. cultivators and labourers*

Division	1971			1971		
	Cultivators		Women per 100 males	Agricultural labourers		Women per 100 males
	Male	Female		Male	Female	
1	2	3	4	5	6	7
1. Bombay	12,37,608	6,21,527	50	6,52,594	5,74,037	88
2. Poona	15,46,114	4,39,576	28	5,56,407	3,93,075	70
3. Aurangabad	10,25,777	1,87,338	18	6,58,718	4,83,672	73
4. Nagpur	11,10,430	3,69,010	36	10,57,821	10,16,812	96
Total	49,19,924	16,17,451	33	29,25,542	24,67,596	84

Source : Union Primary Census Abstract 1971 (Maharashtra).

*Percentage Distribution of Agricultural Labourers by Sex in  
1950-51, 1956-57 and 1961*

Adult Workers = (Base : All persons = 100)

	Men			Women		
	1950-51	1956-57	1961	1950-51	1956-57	1961
Maharashtra State	45.83	48.24	42.20	45.84	42.56	47.07
All India	54.66	55.82	49.40	40.43	36.52	40.48

Source : Agricultural Labour in India—A Compendium of Facts 1968, pp. 21.

From the above table it appears that in the cultivator-class (i.e. owners and tenants together) the proportion of women per hundred males is the highest at 50 in Bombay region while it is the lowest in Marathwada area at 18. As regards agricultural labour-class the proportion of women-workers per 100 male workers is highest in Vidarbha region (96) and lowest in Poona division (70).

In rural areas as distinct from urban areas the proportion for the whole state is for 100 males approximately 85 female agricultural workers. The magnitude of the women-agricultural labourers can be understood if we compare the position with household industry and "other than household industry" (this includes manufacturing, processing, services etc.) where the proportions are for 100 male workers 32 in household industry and 8.7 in manufacturing industries in 1971.

The strength of women farm-labourers is unevenly distributed in different districts. Following table summarizes the position as in 1971:—

Women-labourers Number 1	Districts in Maharashtra (1971) 2
Above 25,000 to 50,000	.. (1) Kolaba, (2) Ratnagiri, (3) Satara (4) Sangli, (5) Kolhapur.
50,000 to 75,000	.. (1) Poona, (2) Bhir, (3) Wardha.
75,000 to 1,00,000	.. (1) Thana, (2) Sholapur, (3) Nanded, (4) Bhandara.
1,00,000 to 1,25,000	.. (1) Nagar, (2) Aurangabad, (3) Parbhani, (4) Osmanabad, (5) Nagpur, (6) Chandrapur.
1,25,000 to 1,50,000	.. (1) Nasik, (2) Dhulia, (3) Buldhana, (4) Akola, (5) Amravati.
Above 1,50,000	.. (1) Jalgaon, (2) Yeotmal.

*Source : Union Primary Census Abstract 1971 (Maharashtra).*

Yeotmal district enjoys the top position with women-labour strength at 171,542 followed next by Jalgaon district at 165,890. Sangli district records comparatively the lowest strength at 33,900 during 1971 Census.

Greater Bombay district is not included as total agricultural labour is 2,958 persons comprising 2,393 male and only 565 female-labourers.

During the course of first All India Labour Enquiry 1950-51 it was found that women workers formed about 40 per cent of the total complement of agricultural labourers. This percentage was nearly constant in 1961 but has fallen to 33 per cent in 1971. Most of them were casual workers. In some areas social customs prevented women from taking to wage-paid work. Women were found suitable only for certain agricultural operations like weeding, transplanting, harvesting, husking and reaping. The position

remains the same so far as jobs in which women workers are engaged. In some of these operations, it is said women do better 'she can hold her own against her male partner'. Ploughing is not generally attended by women workers. However, there are exceptions to such general practice.

The main handicap from which women-labourers suffer is the wage-differential between men and women. Their wage-rates are lower by 25 to 75 per cent. In many cases their wage is identical to the wages paid for child-labour. It is commonly believed that on account of domestic-work women are not able to devote longer hours for field-work, and their output is generally lower as compared to male worker. Problems of women-labourers are both social and economic. Traditional values and customs have prevented them from being treated as equal partners. Some exceptions to this general pattern are noticed in the case of primitive tribes like Waralis in Thana, Lamanis in Vidarbha region where they get equal share or value, for labour-power given. Economic aspects of women-labour-employment are discussed separately elsewhere.

#### 4.11. Distribution according to age

Normally children below 14 years and adults above 60 years of age are expected to stay out of working labour force. Main labour constituents of labour force are persons in the age group 15—59.

However, in the case of agriculture, it is observed during enquiries that child-labour has been used on a considerable scale. Old persons above 60 years in age were also found participating in agricultural activities in wage-paid employment.

The distribution of agricultural labour by age group is as follows :—

Total Agricultural Labour Force—		1961 Position
A—Maharashtra	..	.. 45,10,000
B—All India	..	.. 3,15,22,000

Area	Male		Female	All persons as percentage to total respective labour force
	(As percentage to total within the age-group)			
<i>Part I</i>				
AGE-GROUP				
<i>0—14 years</i>				
1. Maharashtra	..	43·28	56·72	10·74 (of A).
2. All India	..	54·92	45·08	10·12 (of B).
<i>Part II</i>				
AGE-GROUP				
<i>15—34 years</i>				
1. Maharashtra	..	46·79	53·21	52·17 (of A).
2. All India	..	55·38	44·62	52·05 (of B).

Area	Male (As percentage to total within the age-group)	Female	All persons as percentage to total respective labour force
<i>Part III</i>			
AGE-GROUP			
<i>35—59 years</i>			
1. Maharashtra	.. 47·42	52·58	34·61 (of A).
2. All India	.. 52·70	46·21	33·08 (of B).
<i>Part IV</i>			
AGE-GROUP			
<i>60 and above</i>			
1. Maharashtra	.. 54·62	45·38	4·38 (of A).
2. All India	.. 58·51	41·49	4·73 (of B).

Source : (1) Census 1961 — Table B-1, pp. 90-100.

(2) Agricultural Labour in India—A Compendium of Facts, 1968, pp. 22-23.

From the above table it is evident that in 1961 the agricultural labour force was distributed as (1) 10·1 per cent in the age-group "0—14", (2) 85·1 per cent in the working age-group "15—59", (3) 4·7 per cent in the old-age-group "60 and above". About 0·1 per cent could not state their age and hence they were categorized "not known".

The distribution of agricultural force by age and sex shows that there has been a steady increase in the proportion of child-labourers. The percentage increased from nearly 5 in 1950-51 to 10 in 1961. Amongst the child-labourers 55 per cent. were males and 45 per cent. females (1961).

In the age-group 15—59 on all India level 49·4 per cent were adult men and 40·5 per cent adult female. The corresponding figure for 1956-57 was 55·8 males and 36·5 per cent adult women.

Source : Agricultural Labour in India — A Compendium of facts (p.-21)

The increasing proportion of child-labour is symptomatic of the economic conditions of wage-employed agricultural labour-families. Economic compulsions drive them to seek wage-paid employment in agriculture in rural area. The percentage of child-labour engaged in gainful employment in rural areas is about 10 while in urban areas it is reported to be about 2 percent.

Source : Report on Agricultural Labour in Maharashtra, p 5.

\* \* \*

## CHAPTER V

### DIAGNOSTIC STUDY OF EMPLOYMENT AND OTHER CONDITIONS OF AGRICULTURAL LABOUR

#### 5.01. Introduction

The broad dimensions of the problem of agricultural labour can be understood through systematic, comprehensive and objective surveys and studies of employment conditions.

Such surveys have, therefore, been undertaken in the past. Two important studies about agricultural labour households based on All India coverage were the First (1950-51) and second (1956-57) Agricultural Labour Enquiries. Since agricultural labour is inextricably mixed up with rural labour in general, it was thought that the scope of enquiries should be widened enough to include other rural labourers. Accordingly, an All India Rural Labour Enquiry was conducted, which was synchronized with National Sample Surveys 18th-19th rounds completed during 1963-64.

The information from these important studies is mainly "quantitative" in nature. The data is presented in the form of national or state averages, which is helpful for ascertaining broad trends.

For measuring "qualitative changes" another enquiry was planned with accent on employment, unemployment and under employment aspects of rural labour including farm labour. The National Sample Survey Organization piloted special studies during 1967-68 and 1970-72, wherein the conditions of 'weaker sections' in rural society were investigated systematically. We propose to present the data relevant to Maharashtra State which will serve as a basis for subsequent analysis.

#### 5.02. Type of agricultural work

The needs of agricultural work have given rise to different types of jobs, which are attended by agricultural labourers with varying degrees of skill, responsibility and physical exertion. The agricultural operations can be broadly divided into eight main classes of work. The nature of work involved in each main operation is briefly discussed below :—

(1) *Preparatory tillage*.—This includes operations like ploughing, puddling, harrowing, collecting stubbles, planting, preparing furrows, beds etc.

Ploughing and harrowing are generally considered male's job, since these involve heavy physical labour. Normally, these jobs are time-rated. However, in some areas practice of giving ploughing work on contract basis (udhad or ukta system) is being followed. Wage rate varies according to whether plough and oxen are provided by the employer or by the labourer. With mechanization of ploughing and harrowing operations by means of tractors

power-tillers new types of categories such as drivers, fitters are emerging on agricultural scene very slowly especially in organized farms or in large scale cultivation enterprises.

(2) *Seeds and sowing*.—Operations such as treating seeds with chemical, drilling, dribbling, broad-casting seeds, transplanting etc. are covered under this group. These are attended by both men as well as women labourers.

Sowing is generally treated as a job with higher responsibility. Higher wage rates paid to sower (perani-karnar) reflect the importance attached to the job. Sowers are provided with noon-meal along with ploughmen at some places since timing-schedule has to be adhered to in order to ensure proper germination. Women are engaged in large number for transplanting work in rice-growing fields. Farmers opine that women do better in transplanting operations than men. These operations are required to be done in short time span.

(3) *Manures and manuring*.—Manuring work is assuming increasing importance with the use of scientific knowledge and technology.

(4) *After-care operations*.—These include gap-filling, thinning (Viralne), irrigating, supporting the plants and keeping watch for protection.

(5) *Inter Culture*.—This includes weeding, hoeing and earthing up.

(6) *Plant protection measures*.—These operations cover—spraying, dusting with powders and insecticides. With the spread of scientific knowledge and techniques the work is becoming a regular operation in the case of progressive farmers.

(7) *Harvesting*.—Picking, plucking, cutting, tying bundles, drying etc. these operations come within the purview of this group.

(8) *Threshing*.—Threshing, winnowing, cleaning, packing and stocking of produce these operations fall in this group.

The prevalent practices indicate that such jobs are done by labourers on time-rate basis or on contract basis. A team of co-workers takes the job of harvesting operations payment for which is partly in kind and partly in cash.

From the tillage stage to final harvesting stage, labourers are engaged for different operations on wage payment basis. A worker attends a group of operations during a working day and not one type of operation for days or months together as in industrial field. The common denominator in such assignment of group of operations to a worker is that these operations stand on equal footing so far as skill or absence of skill is considered. As an illustration it may be stated that a worker is engaged on daily wage basis and is directed to attend weeding, hoeing, earthing-up and watering work, manuring and watching in succession during a working day.

Broadly speaking, certain jobs like ploughing, harrowing are attended exclusively by male-labourers. Adivasi, Lamani and Gond women attend ploughing like any other adult males. Similarly certain new jobs, which have emerged on account of mechanization of production processes and application

of scientific methods such as tractor-driver, power-tiller-operator, pumpman, engine-driver, spraying insecticides etc. appear to be currently monopolized by male operators.

Women workers are generally found engaged in operations like transplanting, weeding, threshing, winnowing, picking, plucking etc., child labour is notice participating in similar work. However, certain jobs which involve greater physical risks such as plucking coconut, betle-nut and mangoes (Konkan area) are exclusively entrusted to experienced male labourers, who are compensated for their risky job by higher wage rates.

Although most of the jobs require ordinary skills, some involve particularly greater physical strain or risks. Jobs of ordinary skill are shared equally by adult male and female labourers as well as child labourers. However, risky or strenuous jobs are exclusively attended by male labourers.

### 5.03. Recruitment

The pressure of increasing population in rural areas and lack of opportunities for gainful employment in other fields have resulted in abundant supply of unskilled labour for agricultural work. Rural labour is in fact the supply source to both industries in town areas and agricultural activities in rural areas. Labourers migrate to towns in search of employment and fall back on agriculture wherever they do not get employment or are thrown out as 'surplus' in other sectors of economic activities.

In Vidarbha region "labour markets" are held at many places like Shegaon, Amraoti, Gondia, Gadchiroli etc. called Majoor-chok where employers go to recruit agricultural labourers for their work. Shortage of supply is felt in certain areas adjacent to industrial towns or where large-scale public work such as road construction, canal or railway construction or dam-construction work on a long term basis are in progress. Similarly during peak periods of agricultural season scarcity of labour is felt by employers, who have to induce workers paying higher rate in advance.

Generally recruitment of labour for agricultural work is not a problem for employer-farmers throughout Maharashtra State except in Konkan region.

In Konkan region especially Ratnagiri district the number of cultivators is 4,83,989, while the number of agricultural labourers is only 76,970. For every 100 cultivators there are about 15 farm labourers. Majority of small holders are also farm labourers.

The short supply of agricultural labour coupled with concentration of demand for them during rainy season (Avani season) has pushed up the wage rates to a higher level as compared to the wage rates for non-irrigated jirayati farming in the whole State. Certain jobs like harvesting, threshing, etc. which are taken on team work basis by labourers are attended by migratory labourers who move in group from one area to another according to agricultural season of different crops.

#### 5.04. Classes of agricultural labour

Most of the agricultural field work does not require long training or higher technical skill. An ordinary labourer gets inducted into unskilled work without much difficulty. Jobs requiring some experience, judgements are picked up within a few weeks practice after working as helper to experienced hand.

Broadly speaking, the agricultural labourers can be divided into following classes :—

- (1) Field labour.
- (2) Ordinary labour.
- (3) Skilled job workers (Artisans).

The manual of Revenue Accounts (Maharashtra State) has followed more or less above pattern of division under which information about prevailing agricultural wage rates are collected, and tabulated for reference.

The first group namely field workers comprise (1) ploughman, (2) sowers, (3) reapers, (4) harvesters, (5) weeders, (6) transplanters, etc.

The second group namely ordinary labourers includes load carrying workers, diggers and helpers to mason, carpenter and mochis.

As regards skilled job workers (Artisans) it may be stated that these categories are not employed on time-rate or piece rate basis as regular employees on the establishment. Traditionally these were balutedars who were paid in kind at the time of harvesting season for attending various repairing and manufacturing jobs during agricultural year. These categories render specialized service throughout the year to a number of agriculturists. In recent times these categories are being paid in cash for the job completed by them. In some organized farms these categories are employed even on monthly salary basis.

From the standpoint of employment there are only two main categories of employees, namely :—

- (1) Casual labourers.
- (2) Attached labourers.

This classification is based not on consideration of skill but on the basis of exigencies, of work.

(1) *Casual labourers.*—Agricultural work especially in jirayati cultivation is largely seasonal in character. As labour is surplus the employment trend is to engage labourers on daily wage (Rojandari) basis according to requirement. Majority of labourers are not engaged uninterruptedly for months or weeks together continuously. Ploughmen or harrowers are engaged in the preparatory tillage stage. Sowers are employed for a couple of days continuously, while weeders are engaged intermittently. Harvesting labour comes on the stage when the crops have ripened. The same set of labourers would be found attending different operations right from preparatory tillage stage to harvesting and stocking the produce stage.



They form the largest segment in the labour force employed for agricultural operations. The percentage varies from 75 to 95 per cent in the case of big farms and only 25 to 50 per cent labour force of small size farms where family members participate in full strength.

The percentage of man-days worked by casual labourers in different agricultural operations and non-agricultural work was studied during First and Second All India Agricultural Labour Enquiries. The data obtained is presented in the following table.

*Percentage of man-days and average number of days worked by men and women casual workers in different agricultural operations and non-agricultural work.*

Operation	Period	Percentage of man days worked		Average number of days worked	
		Men	Women	Men	Women
1. Ploughing	.. 1950-51	12.7	0.2	52.00	28.00
	1956-57	8.05	0.52	26.66	2.08
2. Sowing	.. 1950-51	2.6	1.2	19.00	18.00
	1956-57	1.14	0.94	3.79	3.76
3. Transplanting	.. 1950-51	3.1	4.5	25.00	31.00
	1956-57	2.99	4.10	9.90	16.50
4. Weeding	.. 1950-51	6.00	8.9	31.00	44.00
	1956-57	6.13	7.65	20.31	30.81
5. Harvesting	.. 1950-51	11.2	9.7	40.00	42.00
	1956-57	13.20	11.54	43.68	46.45
A. All Agricultural operations	1950-51	52.3	31.2	167.00	119.00
	1956-57	50.42	31.51	166.95	126.82
B. Non-agricultural operations	1950-51	10.00	3.7	56.00	41.00
	1956-57	9.03	2.54	29.89	10.23
All Labour	.. 1950-51	62.30	34.9	200.00	133.00
	1956-57	59.45	34.05	196.84	137.05

Source : Agricultural Labour in India-Report on Second Enquiry pp 92.

(2) *Attached labour.*—The system of engaging attached labour on more or less permanent footing is widely prevalent in various parts of the State. Under this system a worker, generally adult male worker or a young boy is engaged on yearly basis in many places and only on seasonal basis in a few places like Konkan. The worker is provided with free shelter, meals, certain perquisites like clothing, kambli, shoes, tobacco, etc. plus some cash wages. Some are provided cash wages annually and some quantity of food-grains on monthly basis. The worker is required to attend a variety of duties from early morning till about 11 p.m. His day begins with clearing the stables in the early morning providing water to cattle, attending field work, watching the field, helping the employer in agricultural work and finally attending the domestic duties. He is a person for all unskilled jobs. The hours of work range from 10 to 16 hours a few rest intervals of half-an hour, interspersed with.

The question of granting weekly off, annual leave etc. does not arise as the nature of work is such that either the worker must provide a substitute from his family members or attend without any interruptions. At some places the Committee noticed that the period of one year for which contract of employment is made is not calculated as comprising 12 months (just as a month is calculated as of 32 days from Avas to Punam—Punam to Avas both inclusive) similarly a year is counted as comprising 13 months and annual payment is for 13 months' service.

The system owes its origin to a number of circumstances; some of them have their roots in the psychological attitudes towards labour; other to social valuation given to ordinary hard-work. Economic factors have also accentuated the position. It would be convenient to broadly analyse the circumstances as follows :

It is the psychology of man to avoid hard manual labour. As soon as circumstances permit he passes on such work to others over whom he acquires political, social or economical control. In ancient times conquered people were made to work as 'hewers of wood and drawer of water' for their masters.

(ii) The nature of agricultural work is such that unskilled labourer must be readily available whether during season or off-season period who can attend at beck and call. Where the employer functions as absentee landlord, the need for 'watching the interest' of the employer at farm level is greater than in any other situation.

(iii) Small farmers or agricultural labourer takes loan for many purposes such as for agricultural improvement, religious functions, marriages, etc. When he is unable to return the loan, he accepts service as attached labourer. In such cases the employer strikes a hard bargain leaving the attached worker on subsistence level, in order to recoup his loan and interest thereon. In a tivasi areas of Thana and Dhulia districts such type of bonded attached labour was witnessed to a considerable extent till about 1950. Even to-day the system continues in some places.

(iv) The increasing pressure of population on land has gradually depressed the wage-levels. Further, agricultural wage paid employment is not available throughout the whole year. The duration of wage paid employment varies

from three months as in Konkan to maximum seven months in jirayati farming. Opportunities for gainful employment in other fields being very limited, marginal farmers or landless agricultural labourers prefer the 'attached labour position' as it provides year-round employment, assured wage income, a measure of protection.

(v) The social status of a land holder is judged by the number of chakars he employs including attached labour. The number of Salkaris (attached labour) employed is taken as indicator of financial prosperity.

The system partakes the character of slave labour or bonded labour on the one hand which was widely prevalent in feudal age and of contractual employment in a free society, where labour is free to sell labour power in a market governed by supply and demand. Some have strongly urged for abolition of the system being an anachronism in modern democratic society while others have emphasized improvement in their conditions of work on human considerations.

Agricultural labour household may be classified as (i) attached if the principal means of livelihood was attached agricultural labour and (ii) others who may be called casual labourers.

The incidence of attached household is high where landlessness is also high. In Vidarbha region percentage of attached labour/household was found to be 26 per cent while in Western Maharashtra it was only 11 per cent. The attached type of households are found relatively in greater number among the households without cultivated land than among those with cultivated land.

The percentages of casual labour and attached labourer in total agricultural labour household reveal that the percentage of attached labour is gradually declining. Following statistical data may be helpful to appreciate the position.

*Percentage of Agricultural Labour Households*

Area	Casual		Attached	
	1950-51	1956-57	1950-51	1956-57
Maharashtra and Gujarat	82.3	83.12	17.7	16.88
All India	90.3	73.37	9.7	26.63

*Source : Agricultural Labour in India—A Compendium Facts p. 18.*

### 5.05 (1) Duration of employment in agriculture

Employment in agriculture to the extent it is confined to the processes of crop production, is closely related to seasons and duration of different crops. As such the intensity of self-employment varies according to the length of crop, seasons for different kinds of crops grown in a region. The duration of principal crops is indicated in the following table.

*Season and duration of principal crops*

Crop	Season	Duration in months
1. Rice	.. Autumn	.. 4 to 4 1/2
	.. Winter	.. 5 1/2 to 6
	.. Summer	.. 2 to 3
2. Wheat	.. Rabi	.. 5 to 5 1/2
3. Jowar	.. Kharif	.. 4 1/2 to 5
	.. Rabi	.. 4 1/2 to 5
4. Groundnut	.. Kharif early	.. 4 to 4 1/2
	.. Kharif late	.. 4 1/2 to 5
5. Bajra	.. Kharif	.. 4 1/2
6. Cotton	.. Kharif early	.. 6 to 7
	.. Kharif late	.. 7 to 8
7. Sugar-cane	.. Rabi	.. Perennial, 10 to 12
8. Ragi	.. Kharif	.. 3 1/2
9. Tobacco	.. Kharif	.. 7
10. Castor seeds	.. Kharif--	
	.. Early	.. 6
	.. Late	.. 8

Source : Indian Crop Calendar—Publication by Central Government (1967) pp. 43-44.

The employment potential of farms where two or more crops are taken is higher than the farms where only one crop is generally produced. Similarly employment capacity and employment duration will be larger in respect of bagayati farms than in the case of jirayati non-irrigated farming. The volume of employment depends upon a variety of factors namely size of holdings, cropping pattern, intensity of cultivation, type of crop grown and technology of cultivation.

The following statement furnishes the extent of annual wage-paid employment of adult male agricultural worker separately for wage-earners with/without land and attached labour:—

*Wage Employment of Adult Male Agricultural worker*

Categories of agricultural labour families	Agricultural employment		Non-Agricultural Employment		Total	
	1950-51	1956-57	1950-51	1956-57	1950-51	1956-57
I. Casual Labour ..	176	171.77	31	29.46	207	201.23
(a) With land ..	162	152.50	28	27.93	190	180.43
(b) Without land ..	191	188.05	34	30.74	225	218.79
II. Attached Labour ..	90	248.38	13	22.67	312	271.05
(a) With Land ..	280	219.46	16	27.93	296	247.39
(b) Without land ..	309	274.24	11	17.95	320	292.19
All Agricultural Labourers ..	189	194.26	29	27.44	218	221.70

Source : Agricultural Labour in India, p. 14.

Taking agricultural workers as a whole wage-employment of adult males who formed 55 per cent of the total in 1950-51 and 56 per cent in 1956-57 did not show marked change over earlier period. The employment of an adult male worker in the attached worker's family was more than that of an earner in the casual worker's family by a little less than 2½ months as against 3½ months in the First Enquiry.

Regional differences exist in the availability of employment both in regard to attached labour as well as casual labour. Following data based on 1956-57 enquiry be studied :—

*Table showing the days of employment of adult male and female agricultural labourers in agricultural and non-agricultural work on wage basis in 1956-57 agricultural year*

Category	Konkan Area		Deccan area	
	(1)		(2)	
	Agricultural	Non-agricultural	Agricultural	Non-agricultural
1. Attached .. M	204	74	293	13
W	153	51	194	....
2. Casual .. M	181	39	226	20
W	140	14	197	10
All .. M	185	42	242	18
All .. W	140	16	197	10

Category	Western Maharashtra (3)		Marathwada (4)	
	Agricultural	Non-Agricultural	Agricultural	Non-Agricultural
1. Attached .. M	282	21	314	1
W	170	37	250	....
2. Casual .. M	214	25	197	25
W	181	11	159	7
All .. M	224	25	223	20
All .. W	181	11	162	7

Category	Vidarbha (5)		Maharashtra State (6)	
	Agricultural	Non-Agricultural	Agricultural	Non-Agricultural
(1) Attached .. M	322	22	M 806	8
W	157	....	W 184	11
(2) Casual .. M	200	26	M 201	25
W	170	4	W 167	7
All .. M	240	24	M 225	21
All .. W	169	4	W 168	7

M=Male adult worker.

W=Woman adult worker.

Source : Report on Agricultural Labour in Maharashtra State, p. 14.

Wage-paid employment which is the main source of income in the agricultural labourers household is available to adult male worker for about 246 days (225 plus 21) and to female adult worker for about 175 days (168 plus 7). In the case of attached male adult worker, Vidarbha and Marathwada provide employment for highest number of days namely 344 and 315 days, respectively. The female attached worker gets employment just like casual female labourers. The qualification "attached" in respect of female workers does not signify contractual position. For employer never engages female workers as attached labour directly. The husband or male head of family is engaged and woman members of such attached male worker's family work like casual labour to supplement family income.

The Konkan region stands last in the number of employment-days provided to adult male and female workers. The proportion of employment in non-agricultural work to agricultural work is higher in Konkan which is indicative of the state of agricultural economy in Konkan region.

The National Sample Survey of weaker sections in rural areas (July 1970-June 1971) revealed that small-cultivators spent 37·14 per cent of total man-days in farm-occupations and 2·83 per cent in non-farm occupations. The non-cultivating wage earners devoted 38·11 per cent for farm-work and 4·34 per cent for non-farm work. Thus out of the total "working man-days" 92·5 per cent man-days are utilized for farm occupation by small-cultivator and 89·8 per cent by wage earners.

*Source* : Report on Economic Conditions of Weaker Sections of Rural population in Maharashtra State pp. 5.

### 5·05 (2) Position of Child Labour

The percentage of children to total population of agricultural labour households is as follows :—

Konkan	Deccan	Western Maharashtra	Marathwada	Vidarbha
43 per cent.	42 per cent.	43 per cent.	43 per cent.	40 per cent.
State average—42 per cent.				

Their distribution in employment according to status shows that in Marathwada and Vidarbha region their percentage in employment is higher than in other regions. Following table illustrates the comparative position.

#### *Child Labour as proportion of respective total type of Labour*

Area	Attached	Casual	All
Konkan	6·00	4·50	4·59
Deccan	14·13	7·00	7·81
Western Maharashtra	12·73	6·27	6·91
Marathwada	18·72	12·06	12·09
Vidarbha	11·38	9·60	9·95
Maharashtra State	13·80	9·00	9·68

*Source* : Report on Agricultural Labour in Maharashtra State p. 22.

As regards employment days of child-labour the position was as follows :—

*Number of man-days of casual child-labour (1956-57)*

Area 1	Agricultural work 2	Non-agricultural work 3
1. Konkan ..	186 days (5·03)	41 days (4·82)
2. Deccan ..	192 days (6·59)	12 days (6·50)
3. Western Maharashtra ..	191 days (6·23)	16 days (5·72)
4. Marathawada ..	140 days (10·15)	18 days (5·64)
5. Vidarbha ..	190 days (9·50)	7 days (5·38)
State ..	170 (7·89)	14 (5·60)

*Source* : Report on Agricultural Labour in Maharashtra State, page 22.

(N.B.—Figures in bracket are percentage of total man-days by casual labour)

There appear to be clear regionwise differences in the percentage of employment rate of children which is highest in Marathwada and lowest in Konkan. The comparative higher availability of non-agricultural work in Deccan and Western Maharashtra region is also reflected in higher percentage rates.

#### 5.06. Un-employment

Data about unemployed days would reflect the relative intensity and duration of agricultural and non-agricultural work. Agricultural labour is exposed to the vicissitudes of nature in the same way as the agricultural industry. A good season betokens more employment and more wage income, while a bad season will mean reduction in employment-days and less wage-income.



Following statement shows the number of days of unemployment due to want of work for adult male agricultural worker in the year 1956-57 :—

*Adult Male Agricultural Worker*

Area 1	Attached 2	Casual 3	All 4
Konkan	.. 20 days	63 days	56 days
Deccan	.. 11 days	47 days	41 days
Western Maharashtra	.. 13 days	53 days	47 days
Marathwada	.. 20 days	56 days	48 days
Vidarbha	.. 5 days	21 days	16 days
State	.. 11 days	43 days	37 days

Source : Report on Agricultural Labour in Maharashtra State, 1956-57—Table No. 12, p. 17.

The state of unemployment can be easily ascertained in a highly developed economy where a large percentage of labour force is in wage-paid employment. Cessation from work and amount of wages received can be verified and unemployment period can thus be worked out. However in under-developed economies unemployment takes various forms—disguised, visible, seasonal etc. The survey technique of interviewing the workers and recording details about employment with a particular reference period—week or month—may at best give an estimate of “visible unemployment”.

In the absence of gainful employment opportunities outside agriculture an over saturation has taken place in the family enterprises run by agricultural labour households. It has yet not been possible to ascertain to what extent such over-saturation has taken place.

It appears that the unemployment rate is lower during July to December. It reaches its peak in April-June period when harvesting work is already completed and only preparatory tillage-work is normally followed.

The seasonal fluctuation in unemployment rate is illustrated in following table.

*1970-71 (Maharashtra) Percentage rate of incidence of unemployed man-days by sex and season*

Season (sub-round)	Rate of Incidence					
	Small cultivators			Wage-earners		
	Male	Female	Person	Male	Female	Person
1. July-September	.. 6.25	12.17	8.99	1.71	10.84	6.68
2. October-December	.. 7.82	18.35	13.13	6.25	21.47	13.03
3. January-March	.. 4.18	27.25	16.92	5.44	24.38	15.45
4. April-June	.. 6.58	24.40	14.05	9.49	42.20	25.95
Total	.. 4.76	17.99	10.85	5.90	23.96	14.48

Source : Report on Economic Conditions of Weaker Sections in Rural Areas, 1970-71, p. 11.

The limitations of above data may be borne in mind. Small cultivator attends most of the work on his small farm taking family-members for help. The wage-earner in rural society include small percentage of labourers employed in other sectors on wage-basis.

The rate of incidence of unemployed man-days is highest during the period October to December in respect of males and in January to March in respect of females among small cultivators. In case of wage-earners predominantly agricultural—the incidence of unemployment is highest during the period April-June in case of both males and females. The incidence is lowest in the months of July to September in case of females in both classes of economically weaker sections. Temporary migration movements of agricultural labour closely follow parallel to rhythm in unemployment incidence rate. They take up supplementary gainful employments in processing factories—Cotton Ginning and Pressing, Oil Mills, Brick and Kiln Works, Construction Works, sugar factories etc. during the period December to June when unemployment incidence rate is tending in upward direction.

#### 5.07. Size and earning strength of agricultural labourer's family

Household has been defined as a group of persons normally living together under the same roof and ordinarily taking food from the same kitchen. An agricultural labour household was defined according to First Agricultural Labour Enquiry (1950-51) as one in which either the head of a family or 50 per cent or more of the earners reported agricultural labour as their main occupation. The quantum of hired employment was taken as the criterion. In the Second Agricultural Enquiry (1956-57) a household was considered as agricultural labour household if the major earnings of the household were derived by members pursuing the occupation of agricultural labour. Thus the criterion adopted was the major source of income during the previous year and not quantum of hired employment. In subsequent rural labour enquiries the "income based" definition has been followed.

The size of agricultural labourer's family according to 1950-51 and 1956-57 enquiries was as follows :—

Period	Size of family	Wage-earners in agricultural labour household			
		Men	Women	Children	Total
1950-51	4.4	1.1	1.1	0.2	2.4
1956-57	4.5	1.10	0.97	0.21	2.28

Source : Agricultural Labour in India, Bombay, Vol. IV—p. 21.

The highest average size of family is recorded in respect of Punjab-Haryana States at 5.52 (1963-64) and lowest in respect of Jammu and Kashmir at 2.88 (1963-64).

The comparative position about size and earning strength may be summarized as follows :—

*Average size and earning strength  
(Agricultural Labour)*

State	Size of family			Earning strength		
	1950-51	1956-57	1963-64	1950-51	1956-57	1963-64
Maharashtra ..	....	....	4.43	....	....	2.22
All India ..	4.30	4.40	4.47	2.00	2.03	2.01

*Note.*—Figures for 1950-51 for Maharashtra could not be worked out separately due to technical difficulties.

*Source :* (1) Agricultural Labour in India—First and Second Report.

(2) National Sample Survey No. 134. (3) A Compendium of Facts—p. 161.

The Second Agricultural Enquiry (1956-57) has collected detailed data about size and earning strength of agricultural labour household. Figures relating to each region in Maharashtra State can be summarized as follows :—

*Table showing average household, size and earning strength*

	Konkan	Deccan	Western Maha- rashtra	Marath- wada	Vidarbha	Maha- rashtra State
1. Earners ..	1.67	1.56	1.59	1.29	1.48	1.47
2. Earning dependants	0.61	0.88	0.79	1.46	0.92	1.01
3. Total of (1) and (2)	2.28	2.44	2.38	2.75	2.40	2.48
4. Non-earning dependants.	2.25	2.11	2.17	1.79	1.54	1.86
5. Household size ..	4.53	4.55	4.55	4.54	3.94	4.34

*Source :* Report on Agricultural Labour in Maharashtra State, p. 10.

Following important observations based on detailed data may be noted :—

(i) Average household size of persons with land is consistently higher than the household size of landless person.

(ii) Attached labour households have slightly higher size than the household size of casual labourers.

(iii) Land prevents fragmentation of families—this conclusion was drawn on the basis that there were more joint families in respect of households with some land than with landless households.

### 5.08. Pattern of income

The major sources of "income" in an agricultural labour family are (i) wage-earnings, (ii) income from cultivation of a piece of land and (iii) income from household enterprises. There are certain inherent difficulties in quantitatively ascertaining the income as a regular flow of income from week to week or month to month is rather exceptional in the case of labourers. The intermittent nature of employment, purchases on credit or through borrowings and payments at the time of harvesting, lack of proper apportionment and accounting practices make investigation work rather difficult.

During 1956-57 enquiries the income position regionwise was as follows :—

*Showing the income of agricultural labour households from different sources of income*

Source of Income	(Average per household)						(Figures in Rs.)
	Konkan	Deccan	Western Maha- rashtra	Marath- wada	Vidarbha	State	
1. Agricultural wages ..	294	362	340	260	332	316	
2. Non-agricultural wages ..	68	32	43	30	30	33	
3. Land ..	45	32	36	26	28	31	
4. Other ..	30	45	40	36	9	29	
Total ..	437	470	459	353	399	408	
Per capita income ..	96	103	101	78	101	94	

*Source* : Report on the Agricultural Labour in Maharashtra—p. 25.

*N.B.*—The All-India average total income per household is Rs. 437 in 1956-57.

The above table brings out clearly the heavy dependance of agricultural labourers on wages. In Konkan region wage-income from non-agricultural work is highest as compared to any other region. The peculiar features of Konkan region are that although the rates of agricultural wages are higher as compared to other areas, the duration of employment being limited to Kharif season, the total quantum of wage earned from agricultural work is not much higher.

Marathwada shows lowest income among all the regions. The chief reason for such a state of condition is that wage-rates in agricultural work are, barring some backward pockets of Adivasi labourers, probably the lowest in the State. The percentage of agricultural wage to total income is as follows:—

- (1) Konkan 67 per cent.
- (2) Deccan 77 per cent.
- (3) Western Maharashtra 73 per cent
- (4) Marathwada 73 per cent.
- (5) Vidarbha 83 per cent.
- (6) State 77 per cent.

The above table gives averages for all types of agricultural labourers' households, namely (i) Casual labourer with land, without land, (ii) Attached labour with land, without land.

The average annual income per agricultural labour household increased by 71·3 per cent during the period 1956-57 and 1963-64. Income from wage-employment increased by 70 per cent.

Following table presents the comparative position:—

*Average annual income of agricultural labour households (evaluated at wholesale prices) by sources*

Source of Income	1956-57	1963-64	Percentage increase in 1963-64 over 1956-57
	Rs.	Rs.	
1. Cultivation of land	30·07	42·54	51·5
2. Wage-paid employment (agricultural and non-agricultural)	354·49	544·85	53·7
3. Other Sources (household enter-prices, miscellaneous non-manual labour income).	52·91	72·80	37·6
	437·47	660·19	50·9

Source : (i) Second Agricultural Labour Enquiry.  
(ii) National Sample Survey No. 134.  
(iii) A Compendium of Facts.

During 1963-64 data collected about rural labour and agricultural labour showed following significant identities and variations :—

	With land	Without land	All
	Rs.	Rs.	Rs.
Rural labour households ..	722·59	689·54	702·48
Agricultural labour households	681·23	660·74	668·30

*N.B.* Income evaluated at retail prices.

*Source* : National Sample Survey No. 134, A Compendium of Facts—pp. 159.

The income of the rural labourers is 5 per cent higher than that of agricultural labourers. The economic law of equi-marginal returns for labour-power appears more effective in unorganised unskilled or ordinary labour.

The 1970-71 enquiry pertaining to weaker sections in rural areas showed following instructive results.

*Average rate of earnings in Rupees*

Group	Farm activity			Non-farm activity		
	Males	Females	Persons	Males	Females	Persons
(1) Small cultivators	2·17	1·22	1·76	2·20	1·31	1·83
(2) Wage-earner including agricultural labour.	2·65	1·17	2·09	2·38	1·24	1·98

*Source*: Report on the Economic Conditions of Weaker Sections of Rural Population—Maharashtra—1970-71, page 12, Table No. 5.

### 5.09. Pattern of Consumption

The 1956-57 enquiry collected data about consumption expenditure of agricultural families. Region-wise position was as follows :—

*Average yearly consumption on important groups of items*

(Figures in Rs. per household and per capita)

Items	Konkan	Deccan	West Maha- rashtra.	Marath- wada.	Vidarbha	State
Expenditure on—						
1. Food ..	405	472	451	426	442	441
2. Clothing ..	9	54	40	31	58	44
3. Fuel and light ..	50	54	53	46	41	47
4. House rent— ..	..	0·7	0·48	..	..	0·19
5. Others ..	32	78	55	30	86	62
Total per household ..	496	659	599	533	627	595
Total per capita ..	118·5	141·5	133·2	121·1	146·5	135·2

*Source* : Report on the Agricultural Labour in Maharashtra State—p. 29.

The average expenditure varies from region to region. It is highest in Deccan at Rs. 659 and lowest in Konkan at Rs. 496. The variation in the total family expenditure are partly accounted by the differences in family-size of each region and partly by the limitations imposed by income available. The All India average for expenditure by agricultural labour household in 1956-57 was Rs. 617.

The pattern of consumption expenditure is influenced by a variety of factors the most important being the prices prevailing at a given point of time in respect of consumer goods and services.

It is estimated that the average per capita expenditure for the rural population of the State is around Rs. 180 per year. The average of Rs. 135 for agricultural labour households in the State showed the extreme poverty of this class of rural population in 1956-57.

The All India percentages of distribution of consumption expenditure to total consumer expenditure by group of items in 1950-51 and 1956-57 were as follows :—

	Total annual consumption expenditure	Food	Clothing and Footwear	Fuel and Lighting	Services and Miscellaneous Items
	Rs.				
1950-51	.. 461	85.3	6.3	1.1	7.3
1956-57	.. 617	77.3	6.1	7.9	8.7

The continuous rise in prices have altered the composition of consumption-budget of agricultural labour households. The position in 1965 National Sample Survey was as follows :—

(Rural Areas)

State	Average-size of Household	Total consumption expenditure per person for a period of thirty days	Percentage of expenditure to Total consumption expenditure		
			Food	Non-food	Total
1	2	3	4	5	6
Maharashtra	.. 5.11	25.95	73.14	26.59	100.00
All-India	.. 5.18	27.58	75.20	24.80	100.00

Source: (i) National Sample Survey Draft Report No. 158(1).

(ii) Agricultural Labour in India—Compendium of Facts, p. 170.

Recent enquiries of weaker sections in rural population taken in 1970-71 show very instructive results.

The distribution of households by per capita expenditure classes was as follows:—

(in Rs.)

Per capita expenditure per month classes.	Distribution of Households	
	Small cultivators	Wage-earners
0—21 ..	19·50	20·99
21—34 ..	49·32	52·07
34 and above ..	31·18	26·94
	100·00	100·00

The larger bulk of the small-cultivators as well as wage-earners accounting for 69 per cent and 73 per cent, respectively is concentrated between the per capita expenditure level of Rs. 8 to 34. Wage earner households were concentrated more thickly and heavily in the lower expenditure levels.

Analysing the consumer expenditure it is found that 76 per cent of total expenditure is incurred on food-items. The proportion becomes higher as we approach lower expenditure level classes.

Following table illustrates the co-relation between expenditure on food, on non-food in respect of various levels of expenditure-classes.

(in Rs.)

Per capita expenditure class	W a g e E a r n e r s		
	Food	Non-Food	Total
1	2	3	4
0—8 ..	.....	.....	.....
8—11 ..	78·31	21·69	100
11—13 ..	81·46	18·54	100
13—15 ..	84·79	15·21	100
15—18 ..	79·69	20·31	100
18—21 ..	80·19	19·81	100
21—24 ..	70·77	20·23	100
24—28 ..	77·79	22·21	100
28—34 ..	75·82	24·18	100
34—43 ..	72·48	27·52	100
43—55 ..	70·63	29·37	100
55—75 ..	71·46	28·54	100
75 and above ..	71·29	28·71	100
Total ..	76·28	23·72	100
Actual average per capita expenditure.	90·09	28·01	119·10

Source: Report on Economic Conditions of Weaker Sections of Rural Population in Maharashtra (1970-71), p. 25.



### 5.10. Indebtedness

Where income falls short of expenditure the agricultural labourer tends to borrow either from employer or from other sources. Data relating to indebtedness among agricultural labour households collected during Second Agricultural Labour Enquiry (1956-57) show that in the entire country nearly 64 per cent. of the households were in debt. The average debt per household was Rs. 88 and per indebted household was Rs. 138.

The relevant figures for Maharashtra are as follows :—

*Showing estimates of the extent of indebtedness of the agricultural labour households and average debt per indebted household:—*

		Konkan Deccan	Western Maharashtra	Mara- thwada	Vidarbha State		
1. Percentage indebted household.	ALL	54	39	43	47	34	41
(a) With land	..	67	51	58	20	48	56
(b) Without land		37	32	33	43	40	35
2. Debt per indebted household.	ALL	106	140	127	92	94	107
(a) With land	..	117	192	155	134	140	143
(b) Without land	..	80	101	95	80	70	82

*Source:* Report on Agricultural Labour Enquiry (1956-57) Maharashtra State, p. 34.

The purpose for which loan is taken may indicate the state of economic position. If the loan is taken for investment in domestic enterprise it can be treated as utilized for productive purposes. However where loan is taken for meeting the domestic needs such as maintenance, ceremonies, repayment of past loans etc., it is indicative of inadequate income and excess consumption expenditure. The purpose for which a loan is primarily utilized is thus a yardstick for assessing economic position, adequacy of wage income etc. Following State level figures may illustrate the position:—

Amount of loan taken expressed as a percentage to total loan.

Purpose	State		
1	2		
1. Agricultural—	Maharashtra		
(a) Capital account	..	..	10.51
(b) Current account	..	..	9.44
(c) Marketing	..	..	0.02
			19.97

Purpose 1	State 2
<b>2. Other enterprise—</b>	<b>Maharashtra</b>
(a) Capital account .. ..	0·43
(b) Current account .. ..	1·25
(c) Marketing .. ..	0·34
	2·02
<b>3. Domestic consumption—</b>	
(a) Normal maintenance .. ..	41·91
(b) Ceremonial occasion .. ..	27·47
(c) House repairs .. ..	0·86
(d) Purchase of residential real assets .. ..	1·42
(e) Durable assets for domestic use (purchase) .. ..	0·82
	72·88
<b>4. Repayment of arrears—</b>	
(a) Rent .. ..	0·02
(b) Loan or Interest .. ..	1·34
(c) Other purposes .. ..	2·77
	4·13
<b>Total ..</b>	<b>100·00</b>

The above analysis shows that major portion of loans taken is for normal maintenance and for meeting special expenditures on religious or other ceremonies.

The pattern indicates that agricultural labour is unable to meet maintenance needs from his wage-income.

During 1970-71 enquiry about weaker sections in rural population it was noticed that the total income of wage-earners was about Rs. 1,253 while his expenditure was about Rs. 1,417. The average amount of loan outstanding against a wage-earner in rural areas was Rs. 57 while during a year he could hardly repay about Rs. 11.

### 5.11. Employment conditions—general

The working conditions of agricultural labour are not governed so far by any labour legislation. Tradition and customary practices rather than contract have determined the working conditions.

Certain jobs are required to be done in the morning while others depend upon the climatic condition. For example ploughing-work is generally started in early morning while winnowing, threshing are commenced in the afternoon period. Men generally join work by 8-00 a.m. while women—barring sowing work—attend by 9-00 to 10-00 a.m. Child-labourers work like adult workers so far as timings are concerned.

In the case of attached workers and monthly-paid workers the hours of work range from 10 hours to 16 hours, the long stretch of time interspersed with a few rest-intervals of uncertain duration. They are expected to be available for work at beck and call of the employer or his family members.

The contracts of employment are mostly oral. Sometimes in respect of attached labour the terms are entered in a written contract. Majority of the employers and workers being illiterate the trend is to rely on mutual oral commitment.

As regards holidays, earned leave the traditional system of giving holidays on certain festival days is followed.

Major portion of employment is of casual nature and therefore questions of earned leave, weekly holiday etc. do not arise in respect of casual labourers. Saldars take leave providing many times a substitute from their family-members.

Employment in agriculture is characterised by "rush" periods and "slack periods". Rush period covers operations like ploughing, wakharni, sowing, transplanting and harvesting. Slack-period occurs intermittently and during April-May period.

Certain unfair practices are also noticed. A monthly worker works for thirty-two days and gets one month's salary. A yearly worker works thirteen months and get yearly wages. Workers who join work at 11-00 a.m. are treated as part-timers and paid less accordingly. Loans given for marriages and other purposes are adjusted by making the worker work as saldar for years together on meagre pay.

\* \* \*

## CHAPTER VI

### VIEWS ON MINIMUM WAGE IN AGRICULTURE

(Analysis of Evidence given by Employers/Workers/Unions and Others)

#### 6.01. Introductory

The Committee visited main centres and heard the representations made by employers, workers, union-leaders and general public interested in agricultural problems. Separate panels formed by the committee toured the interior places in order to get acquainted with varied local situations. Some have forwarded their views in written representations. It is to be particularly noted that besides organizations such written submissions have been made by farm owners as well as farm labourers.

We present in this chapter the gist of views and submissions. These are analysed subject-wise for facilitating understanding and appreciation. The evidence of employers and employees is covered in the present analysis. Separate section is devoted to submissions made by social thinkers and independent social workers.

#### 6.02. Statutory fixation—whether necessary

(A) The reaction of employers ranged from total opposition to conditional acceptance in regard to application of Minimum Wages Act to agriculture. A section of employers (Amravati) argued that "Government should not interfere in Agriculture in National Interest". They maintained that "supply and demand forces should be allowed to determine the wage levels". Some employers from Poona, Kopargaon and Parbhani opposed State-wide application and suggested that,—

- (i) Farms above certain minimum size only be covered, or
- (ii) Employers, employing normally ten or more farm labourers be brought within the purview of statutory application.
- (iii) Farming, which is mainly dependant on vagaries of nature such as *Koradwahu* lands be totally excluded from coverage.

The employers who urged restricted or "selective application" believed that small farmers would not have the necessary economic capacity to pay statutory wage as the fortunes of agriculture fluctuate widely due to good and bad seasons. Further, these small farm holders would not be able to maintain records as prescribed for employers. Hence some employers pressed for selective application determined with reference to minimum size of the holding or a certain minimum number of employees normally employed. The employers from Parbhani, particularly stressed that "dry-farming" is a losing business solely dependent on nature. Such employers therefore should be left free from

coverage. Some employers hinted that owing to unsettled conditions following enforcement of land ceiling legislation the "present time" was not proper for fixation. In a representation signed by 32 farm owners it is urged that atleast for coming 5 to 6 years no minimum wage be fixed as farming business is afflicted by economic crisis.

(B) As regards workers and unions, the proposed fixation of minimum wages and application of provisions of Minimum Wages Act, 1948 were a welcome step in the right direction. The representatives of Maharashtra Rajya Garib Shetkari and Bhoomihin Majoor Parishad rather criticized the authorities for the delay in State-wide fixation. The main burden of depositions of ordinary workers especially women workers was that in existing conditions of cost of living it was most difficult to meet even bare subsistence needs. Government therefore, should fix reasonably higher wage-rates to enable them satisfy minimum needs.

A good many employers were of the view that existing levels of wage which ranged from 0·75 paise to Rs. 2·50 per day were not satisfactory. However, they urged that the farmer should be given higher prices for his product, which alone would improve his economic capacity so as to bear increase in wage burden. A variation in emphasis was noticed in regard to such approach. For while employers in general strongly urged for priority for fixation of higher price for agricultural produce like jowar, cotton, rice etc., before proceeding with any fixation of minimum wage, the union leaders pleaded for top priority for minimum wage, fixation followed by reasonable higher prices for farm products, after examining cost of production, structure.

### 6.03. Ambit of coverage of employees in agriculture

The employers did not make any specific suggestion about which categories of employees in agriculture be covered or which should be particularly excluded.

In the case of unions some of them invited attention of the Committee to the definition of "employment in agriculture" incorporated in Schedule II to Minimum Wages Act, 1948 which comprehensively defines the ambit of coverage. To elaborate the point, these unions have mentioned following categories by way of illustration for coverage:—

(i) Saldar, (ii) Mahinedars, (iii) Piece-rated or job-workers, (iv) employees employed by contractors, (v) workers employed on khoti system *i. e.* sharing in certain proportion the total produce, (vi) part-time workers, (vii) workers who work bringing their bullocks and/or cart.

### 6.04. Classification of categories of employees

It has been the general practice followed by wage-fixing bodies to classify where necessary workers into broad groups such as (i) skilled, (ii) semi-skilled, (iii) unskilled. Varying rates are prescribed which give due recognition to factors like skill, risk, responsibility and strenuousness involved in various jobs.

Bearing the above practice in mind employers and employees were requested to give their views about classification.

(A) The employers in their depositions stated that certain jobs involving skill or heavy physical labour stood on a higher footing. For example ploughing, sowing, transplanting, chhatni (grape-gardens) sugarcane cutting, driving tisan etc. These jobs were paid more or less higher rates. However, the general trend of employers' opinion was that "agricultural operations" cannot be classified into such skill, semi-skill groups. One employer (Poona) observed that "those who do not get work in town come to agricultural work." He impliedly suggested that agricultural work was rather all unskilled work.

Generally employers agreed in the view that (i) perani, (2) ploughing, (3) driving tishan, (4) sugarcane cutting (khandani) be considered as jobs requiring either strenuous labour or skill. Employers from Ratnagiri considered that (1) coconut plucking, (2) beetle-nut plucking, (3) mango plucking were risky or skilled jobs. Therefore comparatively higher wage-rates were paid to them.

A farm-owner from Saoner observed that generally workers who were forty or above in age were experienced and skilled, while those below forty were unskilled. Another employer pointed out that workers above sixty age should be paid three fourth of the prescribed statutory wage. One employer (Ashte, District Sangli) has represented that it is difficult to classify as per skill. But jobs involving heavy labour or responsibility be treated separately.

(B) Representatives of unions suggested that broad classification of categories be made namely skilled, semi-skilled, unskilled. One union representative urged that there should be only two classes (i) semi-skilled, (ii) unskilled. A few unions have given their suggestion a concrete shape. The recommended classification is summarized in following table:—

JOB CLASSIFICATION

Place	Skilled	Semi-skilled	Unskilled	Remarks
1. Amravati	Attending machines/blacksmith, carpenter, mochi.	Perani, Nangarni, Malni, Ufanne/Ufanne/(the a v y labour workers).	Carrying earth/collect pendis, attend cattle.	Where heavy labour involved semi-skilled.
2. Nasik	(1) Workers employed in produce processing. (2) Mechanized farming, ploughing, Wakharni, Perani/planting fruit plants.	(1) Workers engaged in orchards and gardens. (2) Mot hakne, Malani/fruit plucking.	(1) Rest.  (2) Nindani, Khurapani, Kapni, Khudani, Attending Cattle.	
3. Sholapur	Kolapni, Perani, Gur-preparing, Wafe-preparing, attending to grape growing, fruit growing.	Mot hakne, Ploughing, Kulvne Spraying.	Rest.	

A group of employers (Wadner, District Nasik) has suggested that workers be classified (1) daily wage earners, (2) Mahinedars and (3) Saldars and daily wage earners be given proportionately higher rate as they get intermittent employment.

### 6.05. Classification of areas into zones

Agriculture is the main activity in the rural areas. However, there are a good many farms within the limits of corporation or town areas. Some organized farms, orchards and gardens are also developed within the vicinity of municipal towns or corporation areas. The workers who work within the corporation or town limits and those who work in their vicinity have to incur higher cost of living as compared to workers in village areas. The employers and employees were therefore asked bearing this background in mind whether differing wage rates are necessary by creating zones as done in other employments. Their views are summarized below :—

(A) Employers generally did not advocate creation of zones on the basis of geographical areas. Some employers from Thana district pointed out that there exist differing conditions in agricultural economy within the district itself. The district be visualized into three sections (1) Adivasi area (2) Area around industrial complex of Thana, Kalyan, (3) Rest. While fixing wages the differing levels of development of agricultural economy be taken into consideration.

Employers from Ratnagiri were of the view that agriculture in Konkan area greatly differs from adjoining districts—Kolhapur, Sangli, Poona. While in these three districts two or more crops could be taken, in Konkan area they could take only one crop namely paddy, season for which lasts only 2 to 4 months. One farm owner (Nasik) suggested three zones namely (1) Corporation area plus 10 miles belt, (2) Municipal town areas plus ten miles belt and (3) Rest.

(B) The approach of the unions to the question of creation of suitable zones was divided. Some who opposed the concept of zones maintained that "cost of living in rural areas is generally same throughout the State". One union expressed the view that "if zones could be avoided we would prefer such position. In case Committee thinks zones are necessary create minimum zones such as (1) corporation and municipal areas with 8 miles belt, (2) industrial areas with 8 miles belt and (3) rest". Some opposed creation of zones on the ground that it would lead to wage-differential and the areas in last zone would suffer to some extent.

The unions, which desired zones with reference to geographical areas, suggested broadly three zones, namely: (1) corporation areas, (2) middle size town areas and (3) Rest.

The wage differential that arises on account of geographical basis of zones was not acceptable to some. They suggested wage differential on the basis of type of farming *i.e.* Bagayati farming distinct from Jirayati farming. Some have suggested crop-wise or quality of land-wise rates. These are discussed separately in this chapter elsewhere.

### 6.06. Equal pay for equal work

(A) Most of the employers urged that men and women labourers should not be given same wage. The grounds for their contention were 'that women join work at 11 a.m. to 12 noon putting less hours of work in a day. Further their out-turn is also comparatively less as compared to men.' Employers from Poona and Nagpur strongly emphasized that there should be no provision of equal wage for men and women. Their reasoning was women attend work of a "light type" such as nindani, Khurapni etc. On the basis of minimum wages suggested by employers it seems that they desired the differential to the extent of 1.00 to 1.50 be continued.

Some employers (Nasik and Kollhapur) suggested that the differential should continue but the amount of differential should be less by fifty paise and should not exceed one rupee—A section of employers (Shahade) conceded that for equal work there should be equal pay. One employer (Osmanabad) argued that women worked eight hours but were paid low rates as work was of light type.

(B) As regards the unions their approach seemed governed by the principle laid down by International Labour Organization namely "Equal pay for equal work" or "Equal pay for work of equal value". They pleaded that there should be no discrimination on the ground of sex in wage fixation.

When they were asked, "what provision be made where a woman worker attends less hours of work", some unions suggested that in such a situation suitable reduction in wage be made proportionate to hours of work only and not with reference to sex of the worker.

Women workers (Poona, Ratnagiri) deposed that "they cannot work like men". Their approach was that certain types of work were for men and in certain other types they fared equally well with men or even excelled their counterparts.

### 6.07. Minimum wage (approach)

What should be the underlying approach to minimum wage—this question was posed before the employers and workers — to ascertain their views in the matter. Judging from their depositions and written submissions it seems that their approach was governed by three different considerations :—

(A) The employers in general submitted that agricultural economy was passing through rather depressed conditions during last 2-3 years consecutively.

The prices fixed for jowar, cotton etc. were not remunerative enough to enable the farm owners to bear increases in wage burden. On account of such weak economic position some employers from Parbhani suggested that dry-farming (Koradwahu) be totally excluded from coverage.



Economic capacity of the majority of farm owners who were small holders should be the guiding criterion for determining the quantum of minimum wage. If uneconomic wage rates are fixed, they apprehended the statutory wage would not be implemented. In the existing circumstances, the scope for increase which could be borne would be hardly about 10 per cent to 20 per cent. However, if monopoly purchase price was increased by 50 per cent to 100 per cent, there would be economic capacity to give reasonable minimum wage. Some employers accepted the position that existing wage levels were not adequate enough to meet the minimum needs but their inability was conditioned by economic circumstances.

(B) The union representatives approached the question of minimum wage from two divergent angles. The first was that while fixing minimum wage, capacity of the employer should not be determining factor. The minimum needs of the worker and his family should be the sole criterion for arriving at minimum wage. Capacity of the industry — such consideration has no place while fixing minimum wage.

The other view appeared to be tempered by pragmatic considerations. The spokesmen entertaining such view point urged that reasonable minimum wage be fixed and on the basis of cost of production which included minimum wage for labourers the prices be increased if necessary. They however, opposed the plea as advanced by some that priority be accorded to increase in the prices of agricultural produce before fixing reasonable minimum wage. Fixing of proper minimum wage should not be dependant on higher prices for agricultural produce.

(C) The approach of the workers was that existing wages were not sufficient to meet even bare physical need for food for the family. Having regard to the prices of consumption articles,—Jowar, Sweet-oil, Rice, Chilly etc.—some reasonable raise in wage was absolutely necessary. They therefore, preferred part of the wage in kind—e.g. Jowar—as that would partly relieve them from worries about rising prices of essential cereals.

#### 6.08. Quantum of minimum wage

There appeared wide divergence in the suggestions about quantum of monetary minimum wage between employers, workers and unions. The difference arose on account of their differing approaches. Employers' thinking gave priority for capacity-aspect while a sizable section amongst them believed that capacity aspect coupled with human aspect should determine monetary quantum of minimum wage.

The workers' approach seemed purely influenced by practical considerations about their minimum needs. The union representatives with a broader perspective urged for need-based minimum wage. Some of them suggested as concession to existing realities a wage "little less" than what the theoretical dictates of "need based" minimum wage would require.

Following tabular statement broadly summarizes the suggestions about quantum of monetary wage with their qualifying conditions :—

Place	Suggested by employers	Suggested by Union/workers	Suggested by Social/Research workers
1	2	3	4
1. Amravati ..	1. Male worker to get 4 kgs. grains. 2. Women worker 2 kgs. grains. 3. M—Rs. 4 W—Rs. 2 (8 hours work). 4. M—Rs. 4. W—Rs. 1.50 to 2.00	1. M—Rs. 4-5-7 .. W—Rs. 2-3-5 C—Rs. 3. 2. Koradwahu Rs. 4 Bagayati Rs. 6 3. Rs. 150 p.m.	M—Rs. 4. W—Rs. 2.50.
2. Nagpur ..	1. M—Rs. 2.50 to 3 .. W—Rs. 1.50 to 2.00 2. If higher prices fixed for Jowar/Cotton etc. M—3.50 W—1.50 Some categories— Perni/Dawarni Rs. 5.	1. Skilled Rs. 10 Semi-skilled Rs. 7 Unskilled Rs. 5 2. Rs. 4.60 3. Unskilled Rs. 5 4. Rs. 2 plus two kilo grain.	Without rise in prices no scope for increase in wage.
3. Kolhapur ..	1. <i>Koradwahu</i> M—Rs. 3.50 W—Rs. . to .50 <i>Bagayati</i> M—Rs. 5 W—Rs. 3.50 to 4.00 2. Subject to higher prices for paddy/sugar-cane. M—Rs. 4 W—Rs. 3 3. M—Rs. 3 to 3.50 W—Rs. 2 to 2.50 C—Rs. 1.50 to 2.00	1. <i>Koradwahu</i> Rs. 5 Bagayati Rs. 7 Jirayat Rs. 5 Bagayat Rs. 6 to 8 varying according to type.	1. Minimum—what a prisoner gets— Rs. 190 p.m. 2. Skilled Rs. 6-7 Semi-skilled— Rs. 4.50 to 5.00 Unskilled Rs. 3.50 to 3.80 3. Minimum Rs. 200 for 5 persons family. 4. M—Rs. 2. W—Rs. 1.50 (Guaranteed employment rate for 365 days) 5. M—Rs. 4 W—Rs. 3
4. Poona ..	1. M Rs. 3 W Rs. 1.50	1. Jirayat Rs. 5 Bagayat-higher 2. M—Rs. 5.50 W—Rs. 3.50 Saldar—Rs. 1,800 p. y. W—Rs. 2.50 to 3.50	} Rs 9

Place	Suggested by employers	Suggested by Unions/workers	Suggested by Social/Research workers
1	2	3	4
5. Aurangabad ..	1. M—Rs. 3 W—Rs. 2 2. M—Rs. 3 W—Rs. 1.50	1. M—Rs. 200/250 per month 2. Koradwahu Rs. 4 to 5. Bagayat Rs. 6 to 7.50 3. Skilled Rs. 10 Semiskilled Rs. 7.50 Unskilled Rs. 5.00 4. M—Rs. 3 to 4 W—Rs. 1.75 to 3 5. Rs. 5 to 10	M—Rs. 3 W—Rs. 2
6. Nasik ..	1. Skilled Rs. 4 Unskilled Rs. 2 2. Jirayati Rs. 2 Bagayati Rs. 3 to 5	1. W—Rs. 2.50 to 4 M—Rs. 3.75 to 4 W—2.75 to 3 W—2.75 to 3 Saldar—Rs. 2,100 (Korda) Rs. 1,350 with meals	1. M } W } Rs. 2 2. M } W } Rs. 200 to 250 per month. 3. Rs. 3 each
7. Ratnagiri	1. M—Rs. 5 W—Rs. 4 Half in kind Half in cash	1. M—Rs. 6 W—Rs. 4 2. M—Rs. 7 W—Rs. 5	1. M—Rs. 5 W—Rs. 5 2. M—Rs. 4 to 5 W—Rs. 2
8. Vengurla (District Ratnagiri)	1. M—Rs. 4 W—Rs. 2.25 2. M—Rs. 4 W—Rs. 3	1. M—Rs. 3 W—Rs. 3 2. M—Rs. 5 to 7 3. M—Rs. 4 W—Rs. 3	
9. Darwaha (Yeotmal District)	1. Existing wage can be raised by 10 to 20 per cent. 2. M—3 to 5 W—1.50 to 3 Bagayati wages higher by 15 per cent. Child same wage as womans wage.	1. Rs. 4 each 2. M—Rs. 3 to 5 W—Rs. 2 to 3	

Place	Suggested by employers	Suggested by Union/workers	Suggested by Social/Research workers
1	2	3	4
10. Shegaon (Buldhana District)	1. M—Rs. 3 W—Rs. 2 M—3 to 3·50 2. W—2·50 to 3. 3. Season M—2·50 W—1·50 Off season M—Rs. 2 W—Rs. 1 4. M—Rs. 3 to 3·50 W—Rs. 2 to 2·50 (if they work 8 hours)	1. M—Rs. 4 2. M—Rs. 2·50 to 3 W—Rs. 1·50 to 2·50 3. Rs. 250 per month for a family. 4. M—Rs. 4 W—Rs. 2 to 2·50	1. M—Rs. 5 W—Rs. 3 1. M—Rs. 4 W—Rs. 3 2. M—Rs. 3·50 to 4 W—Rs. 2 to 2·50 (three fourth in kind)
11. Sailu (Parbhani district)	1. M—Rs. 2 to 2·50 W—Rs. 1 to 1·50 2. M—Rs. 4 W—Rs. 2 or M—4 kilo Jowar W—3 kilo Jowar 3. M—Rs. 5 W—Rs. 2	1. Bagayati M—Rs. 7 W—Rs. 4·50 Koradwahu M—Rs. 5 W—Rs. 3	1. M—Rs. 4 W—Rs. 3 2. M—Rs. 3·50 to 4 W—Rs. 2 to 2·50 (three fourth in kind)
12. Aundha Nagnath (Parbhani).	1. Existing wage sufficient. 2. M—Rs. 2·50 W—Rs. 1·50 3. Rs. 2·50 to 3 M—Rs. 3 W—Rs. 2 Irrigated land W—Rs. 1·50 Dry land W—Rs. 1·00	1. Rs. 150 per month, or M—Rs. 5 W—Rs. 3 (Women to work less hours). 2. W—Rs. 2 minimum.	1. M—Rs. 4 W—Rs. 2·50

Place	Suggested by employers	Suggested by Union/workers	Suggested by Social/Research workers
1	2	3	4
13. Nevase (Nagar District)	1. Bagayati Rs. 5 to 6 Jirayati Rs. 4] 2. M—Rs. 4 W—Rs. 2 3. M—Rs. 2.50 to 3 4. M—Rs. 4 to 4.50 W—Rs. 4	1. M— } } Rs. 4 each W— } 2. M—Rs. 4 to 5 W—Rs. 3.50 to 4 3. Jirayati—Rs. 5 (for M) Rs. 4 (for W) (6 hours work for women).	
14. Kopergaon (Nagar District)	1. M—Rs. 4 to 5 W—Rs. 2 to 2.50 2. M—Rs. 4 W—Rs. 2	1. Bagayati Rs. 4.00 each Koradvahu Rs. 4.00 each 2. Woman Rs. 4.00	
15. Talasari (Thana District)	1. M—Rs. 3 W—Rs. 2.50 2. Maximum Rs. 2.50		Rs. 3 to 4 for man.
16. Shahapur (Thana District)	1. M—Rs. 3 W—Rs. 2.50 2. Rs. 4 per day 3. Rs. 5 to 6 per day	Rs. 6 per day	Rs. 6 for proper living.
17. Dahanu (District Thana)	M—2.50 to 3	Rs. 5 per day for each Rs. 5.50 per day (8 hours work)	
18. Shahade (Dhulia District)	....	1. M—Rs. 4 W—Rs. 2.50 2. Rs. 5 each M—Rs. 4 W—Rs. 2.75 to 3	As per skill Rs. 4, 3, 2 per day.
19. Navapur (Dhulia District)	1. Rs. 2.50 each 2. Rs. 2.50 to 3	Rs. 4 each	1. Rs. 4 each Saldar Rs. 750 plus meals. = Rs. 1,500 per year.

### 6.09. Provision of wage partly in kind

As the system of paying wages partly-in-cash and kind, or wholly in kind is still prevalent, an important consideration while fixing minimum wage was what provision be made in respect of payment-in-kind.

(A) The views of employers were of a mixed nature. Some suggested that only payment in cash be made a legal liability and provision of food-grains left to the discretion of employers, who would continue as in the past to supply them where circumstances permitted. They pointed out that in the case of employers who conducted fruit gardens, orchards or cash-crop-production e.g. cotton, tobacco there would be difficulties if payment partly in foodgrains was made obligatory. This difficulty was particularly stressed in the case of daily-paid casual worker or monthly-paid staff. As regards Saldars — who were few in number — employers did not stress that in respect of Saldars there should be “no obligation” to pay wages partly in foodgrains. Some employers pleaded that payment partly in kind should be applicable to farm-owners conducting a farm of 20 acres or more. The compulsion should be only  $\frac{1}{4}$  of the monetary wage to be paid in kind.

One employer (Poona) suggested that payment in kind, if compulsory, should be to the extent of one-sixth of cash wage.

A section of employers was of the view that provision of payment-in-kind (cereals) would be advantageous to farm-owners. For farm-owners do not possess ready cash at hand. He prefers to settle in kind as that saves his time and labour. The needs of the labourer for grains and the stringency felt recurringly by farm-owners as regards cash-payment have brought into practice a system of payment-in-kind, which is advantageous to both. However, as the workers would require cash for expenditure on other items of consumption, some provision of cash was also necessary. They, therefore, suggested that maximum upto fifty per cent of the monetary wage be payable in cereals—like Jowar, or Bajri etc. Employers from Ratnagiri—majority of whom are small holders—said that to attract or retain workers “payment in kind” was necessary and many were following the practice in the interests of both parties.

(B) The workers in general deposed that two kilograms of grains per worker per day be guaranteed and rest in cash. The constantly-rising prices necessitated such guaranteed provision in kind. They pointed out that Saldars as a class was relieved of worries about rising prices

on account of their terms of employment, which provided either meals or foodgrains. Farm-owners also agreed with the view that Saldars were happy in one respect as they were not affected by rise in prices of food-grains particularly.

(C) The approach of the union representatives was a qualified acceptance of the proposal for wages partly-in-kind. Some (Poona) welcomed such provision but "Government must undertake guarantee to supply grains at a rate e.g. one rupee per kilogram (lower)." A section of representatives suggested that "the rate at which Government takes foodgrains, the same rate should be taken for valuation" (Kolhapur).

A variant in the above approach was noticed which suggested that first the wage be fixed in terms of quantum of grains four kilograms Jowar and in terms of its money equivalent part of the wage be in kind and part in cash. The wage-pattern at Parbhani fixed in 1953 be emulated which would meet the need. The union representative from Aurangabad advanced the view that "workers be given choice whether to take wages in kind or cash. He, however, added that fifty-fifty proportion was acceptable.

#### **6.10. Relation between guaranteed employment wage and statutory minimum wage**

The Maharashtra Government has introduced guaranteed employment scheme for rural areas. The scheme is going to be a permanent feature of socio-economic policy. It will have impact on the employment opportunities available for rural labourers and will considerably influence the pattern of wage-rates in rural economy. The question that comes up for consideration is what should be the relation between minimum wage and guaranteed employment wage.

The union representative (Amravati) maintained that fixation of minimum wage would not be effective unless there is provision of alternate employment. At Aurangabad and Nagpur, unions advanced the view that the minimum wage and guaranteed employment wage should be equal. Since programmes of constructive activities under employment guarantee scheme would be carried out away from villages necessary facilities at Government expense be provided. Another union representative contended that the wages under employment guarantee scheme should be higher than minimum wage by about 25 per cent. This would help the implementation of minimum wage by farm-owners. One research-worker (Poona) suggested that Government's rates under Employment Guarantee Scheme should be less than minimum wage.

Another union representative observed that public sector undertakings should pay higher than minimum wage, and where employment guarantee scheme is not applicable or in force the workers who get work for less than 300 days in a year should be given help through unemployment insurance scheme. Some farm-owners (Parbhani) pointed out that they were required to raise the wage-rate payable to workers, as workers were getting more wage in the relief-works undertaken by Government on account of scarcity conditions. One farm-owner (Amravati) stated that (1) guaranteed employment scheme, (2) proper fair price for agricultural produce and (3) minimum wage—these three should have integrated approach.

### 6.11. Saldar-system

Opinions varied about the continuance of Saldar-system. Employers held the view that existing conditions of Saldar-workers needed some improvement. While they were non-committal about restrictions on working hours, they conceded that Saldar should be granted minimum two holidays (in lieu of weekly rest-day) in a month. Some observed that the system was disappearing slowly.

The union representatives as well as workers held rather divergent views. A section advocated abolition of the system by law while some urged for reforms such as (i) monthly system of wage payment instead of yearly contract, (ii) payment in terms of grains and cash only instead of provision of meals and perquisites.

One union representative (Aurangabad) invited attention to the provisions of Hyderabad Bhagela Agreements Act of 1353 Fasli—particularly about (i) registration of agreement containing terms of employment, (ii) one year's duration of agreement, (iii) promissory note given by Bhagela (attached labour) not valid beyond agreement period. Such safeguards should be introduced to protect Saldar's interests and to eliminate unfair practices.

### 6.12. Enforcement and adjudication machinery

Agricultural industry is characterized by certain peculiar features. The industry is located in villages distributed over whole State. Vast numbers of employers and workers—majority of whom are illiterate and disorganized—are concerned with agricultural activities as their main source of livelihood. The question of what type of machinery be set up for enforcement and for speedy adjudication of disputes acquires special significance in the context of the above-referred peculiar features. Views



of knowledgeable persons on this problem were ascertained, a summary of which is given below :—

The suggestion can be divided into two main divisions, namely :—

- (i) relating to enforcement machinery, and
- (ii) relating to adjudication machinery.

We discuss them separately.

(A) *Enforcement machinery.*—The machinery through which the provisions of Minimum Wages Act, 1948, pertaining to agriculture, as suggested by different deponents, was of three different types. Some desired that Gram Panchayat bodies be entrusted with work. Some urged that revenue department agency be utilized while some advocated enforcement by revenue department under the supervision of labour department. There was considerable opposition to Grama Panchayats being appointed enforcing authorities from unions on the ground that enforcement would suffer on account of the rivalries with which Grama Panchayats are affected at present. At Nevase it was suggested that Zilla Parishad should enforce through its Agricultural Officers. Some maintained that revenue-circle-wise Minimum Wage Inspectors be appointed by Government and a special Commissioner be entrusted with the enforcement work. The existing strength of Labour Officers (Labour Department) who are overburdened with implementation of a variety of labour laws, would not be able to devote time to enforcement of minimum wage in agriculture.

(B) *Adjudication machinery.*—As regards adjudication of disputes about non-payment or less payment of statutory minimum wage there appeared unanimity in the view that such machinery should be provided as would give scope for settlement of dispute through negotiation and conciliation and where such mutual settlement is not possible, the matter be disposed expeditiously at local, taluka or district level by adjudication machinery.

At local or revenue-circle level there should be committee composing representatives of labour, employers and Gram Panchayat or Panchayat Samiti to hear the complaint and persuade parties to negotiate and settle the dispute. Where settlement is not possible, the matter be referable to—

(1) Nyaya Panchayat and appeal to Panchayat Samiti;

or

(2) Revenue official for hearing disputes and for recovery of arrears like land revenue;

or

(3) Taluka level Judicial Magistrate with necessary powers to decide;

or

(4) Labour Court under Industrial Disputes Act;

or

(5) Mobile Court (like Railway Court).

(C) *Supervising bodies (association of peoples' representatives)*.—There should be supervising committees consisting representatives of (i) labourers/unions, (ii) employers, (iii) Grampanchayat/Panchayat Samiti, (iv) political parties at taluka/district and State-level to watch the implementation.

Some desired that Supervising Body should be fully in-charge of enforcement, implementation, totally independent from Government control. The supervising body should have powers to take decision and execute them. Some viewed such supervising bodies in the role of Advisory Committees, with no executive functions as envisaged by others.

Broadly it can be stated that while unions and social workers pleaded that the agency of Grampanchayat should not be entrusted either with enforcement or adjudication, the employers stressed that Grampanchayats/Panchayat Samitis be utilized for such work.

(D) *Certain special additional provisions*.—At Aurangabad it was stated that some special provisions be made whereunder a complaint filed by a worker should be taken as true and responsibility to prove otherwise be fastened upon the employer. Further unions should be empowered to take cognizance of offences. Special provision be made for registration of agreements entered into with attached labourers by employees and safeguarding conditions be stipulated that (i) agreement binding a worker for more than a year would not be valid, (ii) promisory notes taken from attached labour would not be valid if it exceeds certain requirements of law. The provisions of Hyderabad State—Bhagela Act be adopted suitably for protecting attached labourers.

### 6.13. Special consideration

The employers drew attention to certain special features of agricultural economy. They may be summarized as follows :—

(a) Agricultural production differs from one region to another region ; even from one type of land to another type of land.

(b) There are variations in seasonal and off-seasonal wage rates.

(c) Majority of land-holders are small-farmers and their capacity is limited.

The union representatives laid stress on following aspects :—

(a) Existing wage levels should not be taken for consideration as, being unorganized and unprotected, labourers accept the work as there are no alternate employment opportunities.

(b) The labourer does not get work in agricultural farms throughout the year. He gets about six to seven months' work and rest of the period he attends non-agricultural jobs, as and when available. In Konkan area the period of employment in agriculture is even less as compared to period of employment in other areas. The labourer has to make provision for intermittent unemployed days.

(c) The western standard of three units per family would not be applicable to Indian labourers and especially agricultural labour.

(d) One social worker pointed out that some provision should also be made for expenditure on account of social obligations which is generally neglected by economists.

#### 6.14. Resume of discussions with some eminent persons

(A) *Coverage*.—It was a generally accepted view that minimum wage should be made applicable to agricultural employment throughout the State. One social worker, however, strongly urged that only "viable units" or economic holdings be brought within the purview of statutory coverage. The argument advanced in support of "selective or restricted application" was that farmers running economic holdings would have the capacity to pay minimum wage, while small-holders conducting subsistence farming would not be able to implement the same.

(B) *Classification of categories*.—As regards classification of employees into skilled, semi-skilled and unskilled groups and fixing differing wage-rates for each group, some suggested that the wage-fixing body should not make such classification and it would suffice the purpose of minimum wage if it is prescribed for unskilled workers. In support of this view they maintained that skilled categories being few and in short-supply can settle their wages by mutual negotiation. When wages for unskilled are fixed other wage-levels would get adjusted. A small section contended that to protect the existing higher wage of skilled categories it was desirable to fix separate wage for each group.

(C) *Bagayati and Jirayati Farming*.—It was suggested by some that different wage-rates be fixed for bagayati farming and for koradwahu farming. Their contention rested on the ground that bagayatdars have capacity to pay higher wage as they get larger income. Analysing such discriminatory approach, one legal expert pointed out that the nature of work which an unskilled labourer did in bagayati (irrigated) farming was not materially different from the work performed by an unskilled worker in koradwahu (dry-land) farming. Any wage differential on such ground would not be legally valid under Minimum Wages Act. The authority conceded that different wage rates could be laid down with reference to economy of

a region, according to its stage of development. Such wage differential between two regions based on grounds of level of economy would be valid under the industrial law applicable which followed the principle of industry-cum-regionwise fixation.

(D) *Basic approach.*—Turning to the question of basic approach to minimum wage fixation it was opined that minimum wage be ascertained on the basis of minimum requirements.

According to this approach an adult worker requires 625 grammes of staple-grain (Jowar). Assuming on an average two dependants-young or old persons he would require another 625 grammes to support them. As staple-grain component in a family-budget in rural areas is about 40 to 50 per cent. the total requirement would be 2,500 grammes grains. If a worker is given three kilos of Jowar or its money-equivalent it would meet the "physical minimum need—half may be in kind and half in cash. This physical minimum should be the sheet anchor of minimum wage. Provision of wage in kind would give some protection from rising prices. The worker should get seven days' wages for six days' work.

Substantially agreeing with this line of approach another suggested that the wage in kind should be four kilos or cash wage of Rs. 4 to 5 per day.

A section of participants was of the view that provision of wages in kind and its conversion in cash at issue-price at shops run under public distribution system would create difficulties so far as law is concerned. Measures which are administrative in character do not carry legal sanction and liability. Since minimum wage payment is a statutory liability the provisions about wages in kind must conform with law, as it exists at present.

(E) *Adjudication machinery.*—As regards adjudication machinery some suggested that provision be made for expeditious settlement of disputes so that parties need not go outside their taluka or block. Union representatives and friends but no legal practitioners be allowed to appear on behalf of parties. Arrangement for arbitration at taluka level would suit the need for early determination.

Finally an all party supervising body to watch implementation was also suggested at village-level where members attending should participate honorarily as a part of social work without any allowances.

## CHAPTER VII

### WAGE STRUCTURES IN AGRICULTURAL EMPLOYMENT

#### 7.01. Varying pattern

The pattern of wage-payment to agricultural labour is as varied as the agricultural scene. Wage levels differ from region to region. Even within a locality some jobs are remunerated in cash, some wholly in kind and remaining some partly in cash and partly in kind. Tradition and custom have largely determined wages in kind while cash wages tend to be governed by the inter-action of the forces of supply and demand in the long run. The demonetized system of exchange, which has ruled the economy since ancient times and the modern monetized system where economic goods are measured in money value, these two systems co-exist in the agricultural economy even to-day and mark it out distinctly from greatly commercialized industrial economy. The pattern of wage payment becomes complex on account of variations in payment according to region, nature of job, sex, season and perquisites in kind. The maze of patterns prevailing in agricultural employment make the task of analysis considerably difficult.

#### 7.02. Main features

The characteristic features of wage payment may briefly be summed up as follows :—

(a) *Seasonal variation.*—The wage-rates paid to casual labourers differ from season to off-season. During the peak period of season when the need for labour is sorest, the wage-rates tend to reach their maximum level according to supply position, while during off-season they slump to a level, which can hardly meet the subsistence-needs of a worker. While the duration of peak period is very short ranging from a fortnight to two months, the corresponding duration of slump period extends from one month to about four-and-half months. Bhadrapad month is generally the hardest period for labourers in rice-growing areas like Konkan, Bhandara etc. Similarly March to July period is another trying period for rabbi-crop areas.

The variation between peak season wage and off-season wage ranges from 33 to 50 per cent in the case of male workers and even 60 per cent in the case of female workers. The near-subsistence level of wages generally reached during off-season periods drives the worker to incur debts and sometimes compel him to pledge even his services in advance at lower rate during next season.

(b) *Wages-in-Kind*.—The system of wage payment wholly in kind continues to prevail in many interior places. Following illustrations will throw light on the varying practices observed in regard to payment in kind :—

District	Place or area	Wage-payment-in-kind
1	2	3
1. Ratnagiri	... South-side Vengurla	... <i>Transplanting work</i> .—Two times meal and tea. <i>General Mazdoor</i> — Male.—Two times tea, pej, one meal and 6 shers paddy. Female.—Two times tea, pej, one meal and 4 shers paddy. <i>Harvesting work</i> .—Two <i>pailees</i> paddy for male. One <i>pailee</i> paddy for female worker. <i>Watchman</i> .—Five coconuts for 100 coconuts. <i>Coconut plucking</i> — <i>Male</i> .—Tea, pej and 8 coconuts per 100 coconuts plucked.
2. Thana	... Jamsar area Adivasi area	... 1. <i>Lavani work</i> .—One maund paddy—one <i>pailee</i> kathol plus bidi etc. 2. <i>Bennani/Nindani work</i> .—One Adholi paddy plus bhakarīs per day. 3. <i>Ploughman</i> .—Two maunds paddy—two <i>pailees</i> kathol plus perquisites. 4. <i>Ropani work</i> .—Meal per day and one <i>pailee</i> paddy.
3. Yeotmal	... Chorkhoṭi area	... <i>Sowing work</i> — (i) <i>Male</i> .—One <i>pailee</i> Jowar. (ii) <i>Female</i> .—Three shers Jowar. (iii) <i>General Mazdoor</i> — <i>Male</i> .—One <i>pailee</i> Jowar.

District	Place or area	Wage-payment-in-kind
1	2	3
4. Amravati	... Interior	... <i>General Mazdoor—</i> 1. Male.—Two pailees Jowar. 2. Female.—One pailee Jowar.
5. Wardha	... Interior	... <i>Harvesting work—</i> 1. Male.—10 kgs. paddy. 2. Female.—6 kgs. paddy. 3. Children.—6 kgs. paddy.
6. Parbhani	... Sopargaon-Jalgaon area.	<i>General Mazdoor—</i> 1. <i>Male.</i> —One-and-half pailees Jowar. 2. <i>Female.</i> —One pailee Jowar.
7. Nasik	... Niphad	... <i>Grass-cutting work—</i> For hundred pendis cut five pendis-wage.
8. Kolhapur	... Interior Gadhinglaj area Panhala etc.	<i>Ground-nut and Chilly harvesting work—</i> 1. One twelfth share of work. 2. One fourth share for ground-nut. One-fifth share for chilly.
	Ajra	... <i>General Mazdoor—</i> 1. <i>Jirayat.</i> —One and half kilos Jowar. 2. <i>Bagayat.</i> —Two and half kilos Jowar. 3. One kilo Jowar and one and half kilo paddy.
9. Dhulia	... Akkalkuwa-Dhadgaon area.	<i>Nangarni/Kulwani work—</i> 1. One and half kg. grains for male. 2. One kg. grains for female/children.

District 1	Place or area 2	Wage-payment-in-kind 3
10. Sangli	...	..... <i>Harvesting work—</i> 1. Male.—Ten kgs. paddy. 2. Female.—Six kgs. paddy. 3. Children.—Six kgs. paddy.
11. Bhandara	...	..... <i>General Mazdoor.—6 to 7 kgs. of paddy.</i>

The above table of typical illustrations indicates the varying systems followed in payment of wages wholly in kind.

A modified form of above system also co-exists, where wages are paid partly in cash and partly in kind. Saldars are generally paid in this manner in all districts. The wage-in-kind may take the form of payment in grains or free meals, breakfast etc. supplied by employer. Option is also given either to take wage in cash or in grains.

Following typical illustrations would indicate the position (as regards general mazdoor category) :—

District 1	Place or area 2	Wage-payment 3
1. Ratnagiri	...	..... 1. One-and-half to two kgs. paddy plus cash wage for male mazdoor = Rs. 5. 2. <i>Nangarni-Chikhalni-lavani work (season)—</i> (a) Two times meals and (b) Rs. 60 per month. 3. <i>Harvesting work—</i> Male.—Two times meals, tea plus Rs. 2 per day. 4. <i>Mango-plucking work—</i> Male.—One meal, tea, pej plus Rs. 2.50.
2. Thana	... Shahpur area	... <i>General mazdoor—</i> Male.—Breakfast, meals plus Re. 1. Female.—Breakfast, meals plus paise 62 to 75.
	Kasara area	... One meal plus Re. 1 each.



District 1	Place or area 2	Wage-payment. 3
3. Nasik	... Baglan area.	<i>General Mazdoor</i> — 1. One meal <i>plus</i> one rupee.
4. Dhulia	... Talode area.	<i>Nagarni-Kulavani work</i> — Male.—Rs. 1.50 or one kg. grain. Female.—Re. 1 or grains. Child.—00.75 or grains.
5. Amravati	... ..	<i>General Mazdoor</i> — Male.—Rs. 2.50 or 2 pailees Jowar. Female.—00.75 to 1.25 or one pailee Jowar.
6. Yeotmal	... Telwade area.	<i>General Mazdoor</i> — Male.—Rs. 2 or one pailee Jowar.

(c) *Wage-differential on sex-basis.*—The most striking feature of agricultural wage-systems is the widely prevalent practice of differentiation in wage rates for the same job on grounds of sex. Barring certain areas—mostly Adivasi area-Thana District—wages for identical job are not the same as between male worker and female worker.

The difference varies from 50 paise to two rupees in extreme cases. The differential has persisted especially in regard to time-rated jobs while in the case of piece-rated jobs no such discrimination is made. Some justify such differential on the ground that out-turn in a day is different between male and female labourers. Child-labour whether young boy or girl is generally paid less than adult worker but there are instances where both female worker and child worker are placed on par as regards quantum of wage-rate per day. It may be noted that no discrimination is made in child-labour wage rates with reference to sex.

Following illustrations would reveal the widely varying practices prevalent in the state :—

District	Place/Area	Particulars
1. Buldhana	... Jawala Budruk.  Shegaon.	Male—Rs. 2 Female Rs. 1 Male—Rs. 2 to 2.50. Female—Rs. 1.25 to 1.50 (the higher rate is during emergency period).

District	Place/Area	Particulars
2. Amravati	... ..	1. Male—2 to 2.50. Female—0.75 to 1.25.
3. Nagpur	... Savner.	Male—Rs. 2.50. Female—Rs. 1.00.
4. Chandrapur	... Antargaon.	Male—Rs. 3.00. Female—Rs. 2.00.
5. Aurangabad	... Hasur.	Male—Rs. 2.00 to 2.50. Female—Rs. 1.25.
6. Parbhani	... ..	Male—Rs. 2.50. Female—Rs. 1.00.
7. Nanded	... ..	Male—Rs. 1.50 to 3.00. Female—Rs. 1.00 to 2.00.
8. Ratnagiri	... Banda.	Male—Rs. 3.00. Female—Rs. 1.50 to 2.00.
9. Nasik	...	Male—Rs. 2.00. Female—Rs. 1.00.
	Malegaon.	Male—Rs. 2 to 2.25. Female—Rs. 1 to 1.25.
10. Kolhapur	...	Male—Rs. 2.00. Female—Rs. 1.50.
	Chandgad.	Male—Rs. 2.50. Female—Rs. 1.25.

(d) *Measurement in old Standards.*—Wages in kind are quoted in terms of old measures and standards which prevailed in past times. In Dhulia district Jowar is measured in terms of “Champa” while in Vidarbha region a Saldar is paid his grains in terms of “Kudav”. Old measures like paylee, sheri, adholi etc. are also referred to while settling the terms of payment in kind. The measure paylee and sheri although used commonly in Vidarbha, Marathawada, Ahmednagar areas their exact connotation varies from region to region.

(e) *Wata system (Share-system)*.—Wages in kind are paid in terms of fixed share of the produce or work done. In the case of ground-nut, chilly etc. the contract is to pay one-fifth, one-fourth or one-eighth share. Coconuts are plucked on 5 to 8 per cent share-basis. Similarly whole harvesting work-cutting, threshing, bundling, stocking etc. is given on share-system to a toli of three to ten workers.

(f) *Jobs on contract basis (Udhad|ukta system)*.—Ploughing, Cotton-picking, harvesting etc. these types of operations are given in some places on acreage basis. Sowing and transplantation operations are also entrusted on such basis. In Kopargaon taluka contract system of job-work is being adopted as in industrial field.

### 7.03. Wage determination

Wages are determined by mutual oral contract. It was stated in evidence that in Dhulia district, Adivasi area a meeting takes place every year before the start of season where the wages to be paid during ensuing season are discussed and settled which have to be followed by all concerned. Barring this exceptional practice, wages in other areas are generally settled by oral understanding (Kabulayat). As the supply of unskilled labour is generally in excess of demand, the cash wage-rates of unskilled jobs are determined largely by the forces of supply and demand. The skilled workers or heavy job workers like ploughmen settle their wage by negotiation while unskilled workers have to acquiesce with rates prevailing in the locality, which fluctuate from season to off-season.

There have been some agreements or settlements in Ahmednagar district on account of the sustained efforts made by trade-union type organizations. The organizers drew inspiration from the success gained by the trade unions in organizing sugar-factory workers and other workers working on sugarcane farms attached to sugar factories. Disputes for better wages and service conditions have been raised and taken to industrial conciliation or adjudication in Ahmednagar District as a result of which in some organized farms wages are governed by settlement or award.

In Thana District, the wages of workers working on grass-lands are settled by a *bipartite* body set up by Government consisting representatives of employers and unions with the district Collector presiding over the deliberations. Every year sometime in September-October meeting is held to review the position and fix rates for daily workers, piece-rate workers in grass-farms. The system is an administrative measure aimed at ensuring

peace by settling in advance proper wage-rates. It may be noted that wage-rates for men and women workers in grass-farms in Thana District for identical job are the same without discrimination on ground of sex.

Recently in October, 1972 on account of the sustained and peaceful struggle by social workers the wages of Saldars have been raised by agreement in Shahade-Talode area of Dhulia District.

#### **7.04. Perquisites**

The system of supplying perquisites varies widely. In Ratnagiri district wages are paid partly in kind in the form of (1) meals, (2) pej, (3) tea, (4) tobacco, bidis etc. In Thana district in some Adivasi areas provision is made for drink (pini) as part of wage-payment in kind. At other places meals, clothing, bed-sheet, shoes etc., are supplied as per terms or oral agreement to saldar-workers. Even hair-oil is also provided to women workers in some places in Ratnagiri district. On certain festivals even sweet-meals are provided as a part of custom to saldar-workers.

The range of perquisites is very wide. To impute money-value for the same is difficult as the quality, size and quantity vary from locality to locality. The system of perquisites is part of the system of wages in kind.

#### **7.05. Wage movement**

The agricultural wage is closely linked to subsistence needs of workers. It moves sluggishly reflecting the trends in the prices of essential food-grains i.e., staple-food in the long run.

As compared to cash wages, wages in kind do not tend to move with the prices of food-grains in the same proportion. There is built-in insurance against the erosion of wages by inflationary prices, when wages are paid in kind.

#### **7.06. Institutional wage-rates**

Agricultural department conducts seed-farms and research-stations where considerable numbers of labourers are employed on daily and monthly basis. Similarly, Agricultural Colleges and Universities run farms which employ a large complement of labourers. The Maharashtra State Farming Corporation Ltd., which took over sugar-cane farms from sugar factories following land-ceiling restrictions employs large number of agricultural labourers. Distinction is made between male labourers and female labourers for the purposes of wage-rates payable to them by Agricultural Department. State Farming Corporation has fixed two wage-rates (1) for those who work 9 hours, (2) those who work six hours a day.

These wages in the case of Agricultural Colleges and Agricultural Department are determined by authorities taking into consideration local conditions. In the case of State Farming Corporation wages have been settled by award, or agreement with representative unions.

	Male	Female
Farms run by Agriculture Department (as on 6th June 1973).	Lowest Rs. 2.10 per day.	Rs. 1.20 per day.
	Highest Rs. 3.50 per day.	Rs. 2.50 per day.
	General Rs. 2.50 per day level.	Rs. 1.25 per day. Rs. 1.75 per day.
Farms run by State Farming Corporation Ltd. (as on 12th January 1973).	Male casual employee Rs. 6.05 per day (working full day).	Female casual employee. Rs. 3.31 to Rs. 6.05 (varying according to working hours 6 or 9).

Data about wage rates prevailing as disclosed in evidence is given in appendix card D.

\* , \*

## CHAPTER VIII

### APPROACH

**8.01...**The Committee carefully studied the data about employment conditions of Agricultural Labour. The views and suggestions placed before the Committee were critically examined and weighed before formulating our basic approach and recommendations. Discussions held with eminent persons have been taken into consideration.

#### **8.02. Context**

The question of minimum wages for the agricultural labourers is not of the same character as the question of minimum wages of the industrial labourers. The number of employees and employers can be the proof for this proposition. Here the employers are more than employees. There is no question of exploitation of large number of workers, because barring a few farmers who employ more than 10 permanent labourers, others do not engage workers on a large-scale. Some of the employers being small holders work on the fields of others as employees.

If the labourers receive less than what they deserve farmers are also receiving less. Both come from the same socio-economic stratum and they suffer because the whole rural economy is itself depressed by reason of under-utilisation of all resources including human resources.

To break the vicious circle there is imperative need to invest more in the rural areas in a productive manner with an emphasis on utilisation of human resources.

The question of employment guarantee assumes, therefore, an importance in this context. The question of minimum wages can be considered only in this context. It assumes reality because in the opinion of the Committee, the Employment Guarantee Scheme is also the guarantee of genuine employment at minimum wages to the willing workers.

Another context that must be taken into consideration is that of monopoly purchase and the consequent compulsion of all-round public distribution system. While fixing the prices of procurement, the Government will have to take into consideration the cost of production and the wages of the labourers will also have to be considered as a factor in cost of production. In this context fixing the minimum wages assumes special importance.

### 8.03 (A). Classes to be covered

The Committee was advised by some experts and technicians not to bother about various categories such as skilled, semi-skilled but to look only to the unskilled labourers as it is concerned with minimum wages only. Similarly, we were advised not to go into the question of different operations in the agriculture as well, but to consider only the question of unskilled labourers on dry farms, leaving aside other questions about irrigated lands, cash crops farms, etc. Labour in these fields can settle by mutual negotiation or by bargaining method.

**8.03 (B).** It was pleaded before us that proposed minimum wage should not be made applicable to holdings below the size of an economic-holding or to a holding employing less than specified complement of employees. The selective application should be on the lines followed in regard to industrial concerns.

This argument does not appear to be sound because the character of agriculture is basically different from that of industrial establishment. Operations in agriculture are seasonal in nature and requirements for complement of labour differ from season to season. Small-size farms also require considerable labour during peak periods. In such a changing pattern, we cannot make application of Minimum Wages Act provisions dependant on season. Application with reference to size of holding also would create complications, which may defeat the purpose of statutory protection. We hold the view that it should be applicable to all agricultural industry in the State.

It would suffice if we fix proper minimum wages for unskilled labourers irrespective of these considerations.

### 8.04. Territorial classification

The only classification which we should consider is the territorial classification especially with reference to the general economy of territory with special reference to the agricultural economy. Such territorial classification has been recommended in the case of other employments on the ground of economy of territory being different. Therefore, we propose to have only three zones :—

1. 'A' Class Municipalities, Corporation areas and Cantonment areas.
2. The areas not falling in drought-prone areas excluding areas in zone 1.
3. The drought-prone areas as defined by Pardasani Committee or as may be defined hereafter by Sukthankar Committee.

### Minimum cash wage

**8.05.** To be precise with a view to make recommendations in accordance with the provisions of law we prescribed wages in cash so that there may not be any dispute about the quality or the kind of goods, which the labourers receive nor any dispute about the prices of the same. So our firm recommendation is that the wages for the above three Zones should be as follows :—

			Rs.
1. Zone I	...	...	3.50 per day
2. Zone II	...	...	3.00 per day
3. Zone III	...	...	2.50 per day

As far as possible the wages should be linked to the quantity and quality of work and the payment should be made according to the quantity and quality of work. Where this is not possible, the workers should be considered as on time rated wages.

**8.06.** Duties should be of 8 hours with one lunch hour included therein i.e. 7 hours actual work and one hour rest.

Women workers should receive the same wage as male workers. If the work is different involving skill they should be paid additional but the minimum wage should be the same. If they are paid according to the quantity and quality of work, the principle of "equal pay for work of equal value" should be followed.

Normally employment of child labourers should be discouraged by Government. Adolescents who work be paid 60 per cent of the adult's wage as minimum wage. The working hours should be same for them. In the case of piece-rated wages no discrimination be made.

### 8.07. Link with guaranteed employment scheme wage

There should be some vital link between the minimum wage of agriculture labourers and wages under Employment Guarantee Scheme. Three different views were expressed before the Committee namely (1) Minimum wage for agricultural labour should be more than Employment Guarantee Scheme Wage, (2) Minimum wage should be on par with Employment Guarantee Scheme Wage and (3) Minimum wage should be lower than Employment Guarantee Scheme Wage. *The Committee is of the opinion that it should be on par with the wage for agricultural labour in the third Zone and should be uniform throughout Maharashtra State in rural areas i.e. Rs. 2.50.* The duration of agricultural season in third Zone is very small and the work under the Employment Gaurantee Scheme is not likely to be provided in the villages. If the labourers get the same wage in the village itself, they will be reluctant to go out. In other Zones such difficulty will not arise.



The agricultural operations are seasonal in nature. The labourer should get guaranteed wage throughout the year on account of employment in agriculture during season and employment under guaranteed scheme any time in the year. Where the nature of work is such that it is not measurable quantitatively the worker must get the minimum wages, in both the cases. There should be no ceiling limit in the case of piece-rated measurable jobs. Even under employment guarantee scheme as such ceiling would mean indirectly ceiling on work itself. Provision of section 15 of Minimum Wages Act may also be made applicable to minimum wage under the guaranteed scheme with suitable modifications.

The Committee has taken into consideration these factors and is of opinion that finding work alround the year will go in some way at least to ease out the situation of agricultural wages besides resisting the pressure of surplus persons on agriculture. For this the State will have to invest more funds in the rural areas.

#### **8.08. Machinery for settlement of disputes**

The Committee gave its fullest consideration to the question of evolving a suitable machinery for expeditious settlement and adjudication of disputes. The Committee thought it wise to have conciliation at the lowest level of a village or a group of villages, arbitration at block level and only one appeal on the ground of award being perverse. There should be no adjudication machinery as it exist at present and therefore no admission to the practicing pleaders. Labourers and employers will be allowed to bring their friends or representatives of unions and associations to argue their case at all levels. There will be one person nominated by the employer from the list of Khatedars and one by the employee from the list of land-less workers registered in the village. The circle officer will be the Chairman. This Committee will try to bring about by negotiation some sort of conciliation and settle the dispute *within 7 days* at the village level, or group of villages level.

For Arbitration the Collector on behalf of Government will prepare a panel of arbitrators. This list will be drawn from social workers and knowledgeable persons. Employers and employees concerned will select arbitrators one each from this list only. The Nayab Tahsildar will be the Chairman and a person from the labour department will act as Secretary. At the village or a group of village level the Gramsevak will be the Secretary while circle officer will be the Chairman. Appeal will be made to Government only on the ground of award being perverse. The disputes shall be resolved at conciliation stage *within 7 days* at arbitration stage *within one month* and at appeal stage *within one month*.

#### **8.09. Formula**

Though we have recommended cash wages we have considered the issue of minimum wages thoroughly. It is felt by all of us that there must be

some linking between the cost of living and wages. Another strong feeling is that at least to some extent, wages should have relation to the basic needs such as food, clothing, shelter, minimum medical facilities, education, etc. It is very difficult to evolve a formula for a need based wage, which though desirable is not reliable in the existing circumstances. The committee has made efforts in bringing these elements into wage structure to the extent possible and has evolved a formula for the same. These wages are partly in kind and partly in cash. [The Committee has laid down certain guide lines for fixing such wages. These are as follows :—

- (i) The wage should be fixed in quantity of one kind of staple grain, i.e. Jowar in Maharashtra State.
- (ii) All labourers should be paid at least 1 k.g. of Jowar in kind.

If it is not possible or the employer does not pay in kind, this 1 kg. should be converted into cash at some higher price that is 25% over the selling price of jowar of first quality grain at the ration shop or fair price shop. Wages should be calculated in kind first and then converted into cash at a price on par with the selling price of first quality of grain at the ration shop or fair price shop baring one essential kg. of the grain. For fixing wages in kind we have considered the following factors :—

- (i) An average working man requires at least 2,000 to 2,200 calories for which 625 grams of staple food is a necessity. We are assuming a family of 3½ units i.e. husband, wife and three children. Their requirements would be 2,187 and a half grams. This would be the staple food requirement of the average family. We considered whether it would be possible to work out average total budget of such a family taking these staple food requirements as the base. Normally, we are advised that staple food requirements are 40% to 50% of the total budget. Working on this basis of 40% which is in favour of workers the total budget would come to 5,468 grams of jowar. Making some allowances for one weekly holiday, we can safely assume that a poor worker's family budget would be 6,000 to 6400 grams. This concession is also in consideration of the fact that we cannot assume always that there are two earning workers in a family. But normally the 6 kg. should be earned by two persons. We were advised that 3 kg. can be assumed as the daily wages in kind for an adult. Wages for men and women should be taken as equal. Taking all facts into consideration some experts and social workers advised us to fix the wage at 4 kg. not without justification

Paying capacity cannot altogether be ruled out as a factor in this case. We have therefore assessed minimum wage in kind as follows :—

Three kgs. for third Zone ; three-and-half kgs. for second Zone and four kgs. for first Zone.

We have recommended a little higher wage, than the exact calculation according to formula suggested for third Zone, still higher for second Zone and still higher for first Zone i.e. Rs. 2:50, 3:00, and 3:50 respectively. According to evidence of trade union leaders, economists and judicial experts these rates are on lower side. They have proposed Rs. 4 or 5 looking to the practical side of the question. The Committee hopes that the level of rates will go up when ruling prices of food grains also move up. The wages must be revised as soon as there is a rise in the procurement and issue price of Jowar. We do not consider necessary to link this minimum wage with consumer price index because so far the State has not evolved any such pattern for rural areas.

The Committee has high hopes regarding Employment Guarantee Scheme because it feels that it is a true and genuine method of implementation of minimum wages in agriculture. We therefore, feel that the present prices of procurement are not in keeping with the general trend in economy. We hope that the prices will be revised as it is a compulsion of situation. Consequently these minimum wages will also, be revised and brought in line with the situation around.

**8.10.** Certain agricultural labour is on an yearly contract and some of them are on monthly contracts. We are not in favour of fixing wages in kind for these classes and we are not going into that question which can be left to mutual agreement between the parties. We recommend Rs. 1,200 for Saldars for the whole of the year i.e. 12 months, for Mahinedar it will be Rs. 100 per month. There will be 24 holidays per year or two days as paid holidays per month for these classes. It is for the parties to fix these holidays either calculating half or full holidays upto this specified number. We do not want to fix the hours of working in their case as the nature of the work does not permit fixing such hours. We do not think that there is any necessity for such a thing. These are minimum wages and employer can pay more in cash and kind if he so chooses. Parties may convert this wage into cash and kind components by mutual agreements.

There should be provision for recording these contracts. Similarly, some sort of a provision for recording the work done by the labourers and days of work so that if a dispute arises there will be some sort of a data or proof for it. This documentary record should be kept by the Gramasevak. It is the opinion of the Committee as well, that this class of agricultural labourers of whatever type—Saldars, Mohinedars Casual—has to be organised on the basis of a recognition of the common interest of both as expressed in inter-dependence of the wages and prices of agricultural produce. We are aware that this will depend on the general level of

development in the rural area. Factors like minimum wages will go a long way in bringing about such desired development.

**8.11.** Irrigation is an important factor and some pleaded with us that we should fix separate wages for the irrigated farms. The legal experts warned us about the provision for paying for the same type of work by making difference between irrigated farms and other farms. There can be different wages for special operations concerning the irrigated crops such as sugar-cane, grapes, oranges, mango, coconut, and high yielding varieties of seeds etc. But these being skilled operations they are normally carried out by groups on contract basis. There is no necessity of fixing any minimum wages for them. Usually labourers in such cases settle their wages by contract as the job is of a skilled nature. There is danger of labour getting less if minimum wages are fixed, because the employer is likely to treat that minimum as the maximum. We should leave it to the parties to settle their higher wages. The wage levels of such operations are and would be much higher than the minimum wages. Same would be the case of skilled jobs in dry farm where wages would be higher. We have refrained from prescribing different wages for different operations and classifying them in different categories. The Committee has prescribed minimum wages for unskilled labour leaving the parties to settle higher wages for skilled jobs. Even though we have studied the wage level throughout Maharashtra, examination of some witnesses showed that there are some jobs which can be categorized as highly skilled. There are jobs where the wages are Rs. 6/7 per day for plucking mangoes, coconuts, supari and such other operations. We have refrained from dealing with these operations because the committee considered the minimum wages aspect. We hope that our recommendations will be understood in the proper sense and perspective by all concerned.

**8.12.** The Committee has considered the question of certain establishments which can be called either as Government or Semi-Government such as Farming Corporation, Seed Farms, University Farms etc. In case of these the Committee would recommend that the wages of the permanent labour should not be disturbed by virtue of the fixation of minimum wages, because they have certain advantages as industrial labourers. But the Committee is anxious to see that even in the case of temporary labourers on such establishments the minimum wage should be made applicable and we hope that the Government would agree to such suggestion.

**8.13.** The Committee would like to make it clear that when the wage is linked with the quantum of work, it should be seen that an average man is able to put up that quantum of work in 7 hours and is able to earn the minimum wage. But in practice some work more efficiently and

earn above the minimum wage they should not be barred, that is, there should not be any ceiling on their earnings, if they work more vigorously and efficiently. This should apply to Employment Guarantee scheme as well.

8.14. While recommending machinery for settlement of disputes, we have proposed a three tier system :village or group of villages level, block level and Government level and abjured completely adjudication system. It is our experience that parties do not want to prefer arbitration method because they feel that the arbitrators delay the proceedings. That is why the Committee would like to recommend that there should be fixed period for decisions at all levels. At the lowest level, seven days will be sufficient for conciliation proceedings, the period should be one month for arbitration and one month for appeal. This is a period for making decisions. The same period may hold good for preferring proceedings, making applications or for filing petitions.

8.15. Even though the Committee has made an attempt to provide some suitable basis for the wage structure, i.e. calculating cash wage from the wage in kind, basing the wage in kind on the requirement of the staple food, the Committee is conscious that this method is not free from difficulties or absolutely free from errors. However, whenever revision is necessary the Committee hopes that this base will be adhered to by Government unless some more rational and practical method is discovered. Hence though not for the revision purposes but for the purposes of wage implementation, the Committee feels that there should be a small body at the State level taking review of the implementation of the provisions in this respect as the Committee feels that for the first time the most neglected class is being given protection and it is in the interest of the State that the operation has to go on smoothly. There is necessity of constant supervision over implementation. It is for the Government to lay down with the view, definite functions and powers of such committee. The Committee clothed with adequate powers may be composed of officials and non-officials.

The Committee hopes that Government will consider our recommendations with due weight and take decisions expeditiously and implement the same without further delay. The Central Act which is in force may be suitably amended in this respect or, if necessary, new legislation may be undertaken, but, in any case, there should be speedy remedy and delay is to be eliminated as the cause is long over-due and this class of agricultural labourers has waited for relief for a long time.

Last but not the least, we would like to urge that the real security and protection to this class is the Employment Guarantee Scheme and we have made suggestions regarding wages in that scheme because it has inseparable

connection with the provisions of the Minimum Wages Act. All witnesses without exception have deposed before the Committee that the provisions of the Minimum Wages Act, so far as the agricultural labourers are concerned, have remained on paper not only in Maharashtra but even elsewhere and the only hope for honest implementation is the Employment Guarantee Scheme. Hence we have recommended the application of the minimum wage to that Scheme. In certain pockets it is likely that the normal wage may be less than this minimum wage and, therefore, the Employment Guarantee Scheme may give a thrust from below and raise the agricultural wages there, but this is the need of the hour and, in the opinion of the Committee, unless such a thrust is given, the rural economy cannot come out of the depression and real relief to this class cannot be given. The Committee had long deliberations in its meetings after meetings, toured all over Maharashtra, even in inaccessible areas, collected evidence but we would vouchsafe that all this was a labour of love and we are glad that this task was entrusted to us and hope that it would be recognised that we have done this as best as we could. Our only hope is that this labour would bear fruit and would not miss the season. Early and expeditious implementation of the decisions on these recommendations is left to the Government.

## CHAPTER IX

### RECOMMENDATIONS

9.01. The Committee makes the following recommendations unanimously :—

1. *Classification of areas into Zones.*—For the purposes of minimum wage fixation the whole State shall be divided into three zones :—

*Zone I.*—Areas falling within the jurisdiction limits of Corporations, “A” Class Municipal Councils and Cantonment Boards.

*Zone II.*—Area falling outside draught-prone or chronic scarcity area as defined by Pardasani Committee or Sukthankar Committee and excluding area falling under Zone I.

*Zone III.*—Draught-prone or chronic scarcity area as defined by Pardasani Committee or Sukthankar Committee.

2. *Minimum Wage.*—The Minimum wage shall be as follows :—

(A) *For Adult Unskilled Worker*—

Zone I	Rs. 3-50 p. d.
Zone II	Rs. 3-00 p. d.
Zone III	Rs. 2-50 p. d.

(B) *For worker below eighteen years*—

Zone I	Sixty per cent of adult worker's wage.
Zone II	Sixty per cent of adult worker's wage.
Zone III	Sixty per cent of adult worker's wage.

(C) *For adult worker*—

Saldar/Salkari—Rs. 1,200 per year (twelve months) in all Zones.

Mahinedar—Rs. 100 per month (calendar month) in all Zones.

A copy of agreement signed by both parties be filed with Gramsevak who will keep a record for the same.

(D) *For worker below eighteen years.*

Saldar/Salkari—Sixty per cent of adult worker's wage in all Zones.

Mahinedar—Sixty per cent. of adult worker's wage in all Zones.

(E) The wage is with reference to the place of work i.e. the area in which the field of work is located.

3. *Holiday with pay.*—(1) Saldar shall be given twenty-four holidays with pay in a year.

(2) Mahinedar shall be given two holidays in a calendar month

Holiday may be in the form of half-day or full day. The total shall not be less than full twenty-four holidays in a year for Saldar or two full holidays in a month for Mahinedar.

4. *Machinery for expeditious settlement of disputes.*—The existing machinery set-up under the Minimum Wages Act for adjudication is most time-consuming and expensive. The labourers in villages need expeditious settlement of disputes. We propose a three-tier system which provides for negotiation or conciliation at village level or group of villages level, arbitration at block level and one appeal to State Government. The worker should get justice without being required to go outside his taluka or block. Three-tier system is as follows :—

(A) *Conciliation Committee.*—(i) Employer will nominate one person from the list of Khatedars (land-holders).

(ii) Worker will nominate one person from the list of registered landless-labourers.

(iii) Circle Officer for the village will preside as Chairman and Gram-sevak will assist as Secretary to the Committee.

(iv) The Committee will try to mediate and settle the dispute at local level. Time-limit for negotiation and settlement seven days. If the conciliation fails the matter be referred to arbitrators.

(B) *Arbitration panel at a Block level.*—(i) Collector will prepare a list of arbitrators drawn-up from social workers or knowledgeable persons. Employer and workers concerned will select arbitrators one each from this list to form Arbitration Committee.

(ii) Nayab-Tahasildar will be the Chairman and a representative from labour department to function as Secretary to the arbitration Committee.

(iii) The arbitrators will give award within one month.



(C) *Appeal to Government.*—Aggrieved party may file appeal to Government. Government may set aside the award if it is found perverse, Government shall give decision within one month. Government may either suitably amend existing Minimum Wages Act, 1948, or frame special legislation for giving effect to above provisions.

The parties should be prohibited from proceeding to Civil Court or any adjudication machinery except the arbitration machinery. No pleaders or legal practitioners be permitted to appear either at conciliation or arbitration level. Worker and employer may appear through their friends, trade unions or association at any level.

5. *Normal hours of working day.*—The working day for all employees shall be of eight hours i.e. seven hours actual work and one hour rest.

6. *Formula for minimum wage fixation or revision.*—(a) Minimum wage must be in some way related to the cost of living. Worker must be able to meet minimum requirements of food, shelter, clothing, medicine and education.

The approach should be to fix wage-in-kind in staple-grains first and then provide for conversion into cash. An adult worker should get three kilos of Jowar (jowar is the staple grain for majority of rural people in Maharashtra State) in the last zone : 3½ kilos in second and four kilos in first zone.

One kilo of Jowar—compulsory component in kind—must be given by the employer. Where he is unable to provide, he should pay cash equal to issue price at ration or fair price shop for first quality plus 25 per cent. Remaining two kilos be convertible at issue price rate for first quality in cash. Whenever there is any revision in the prices of Jowar, minimum wage be adjusted suitably.

6. (b) Conversion of compulsory component of wage-in-kind into cash is likely to result in some reduction in the minimum wage. In the abnormal circumstances obtaining at present it would surely lead to wage-cut. However, in normal circumstances the difference in issue price and market-price may not be so much as it is today.

Hence the increase of twenty-five per cent. This percentage would have to be a variable factor in calculation. Government should examine the ruling market-price and the issue price and determine the percentage increase so as to neutralize the wage-cut to the maximum extent possible.

6. (c) While converting into cash the fraction be rounded up to the multiple of five-number.

7. Men and women workers should get equal pay for work of equal value.
8. Child-labour employment be discouraged as a part of progressive social policy.
9. As far as possible wages shall be related to quality and quantity of work.
10. For successful implementation of minimum wage, Employment Guarantee Scheme is most welcome. Minimum wage rates should have some relation with the wage under Employment Guarantee Scheme. It should be on par with the minimum wage in third Zone and should be uniform throughout Maharashtra State.
11. There should be a *small supervising body at State—level*, comprising official and non-official members, to watch enforcement and implementation. It should be clothed with adequate powers to enable it to function effectively.
12. *Revision.*—The Minimum Wages Act provides that revision must be done within a period not exceeding five years (section 3). The Committee feels that this obligatory provisions must be complied with.

#### 9.02. Acknowledgement

The Committee has completed the task assigned to it by Maharashtra State Government. Before parting, we consider it our duty to place on record our deep feeling of gratitude to employers, workers, representatives of Unions, Associations, Zilla Parishad, Grampanchayats, Panchayat Samities and members of State or Union Legislative Bodies who have spared time to appear before the Committee and presented their views and suggestions. We are grateful to distinguished persons like Sarvashri Dr. V. M. Dandekar, Justice, N. L. Abhyankar, S. M. Joshi, N. H. Kumbhare, Jayantrao Patil, T. S. Bharde, Bhaida, Rajhans, Prof. Pradhan and Datta Deshmukh, for their critical analysis and useful suggestions made during discussions held with them.

The Committee would like to record its sense of appreciation for the outstanding work done by Shri P. K. Paranjape, Assistant Commissioner of Labour as Secretary to the Committee.

The Ministerial staff assisting the Committee's Secretary and the Office-staff in the Office of the Chairman, Legislative Council, deserve thanks for their devoted work.

Dated 28th July 1973.

**V. S. PAGE,**  
*Chairman.*

- (Signed) RAMKRISHNA S. GAVAI, M.L.C. (Member),
- (Signed) KALYANRAO P. PATIL, (Member),
- (Signed) SHANKARRAO B. PATIL, (Member),
- (Signed) KRISHNARAO N. DHULUP, (Member),
- (Signed) UTTAMRAO PATIL, (Member),
- (Signed) VITHAL RAMRAO KALDATE, (Member),
- (Signed) PRATAPRAO BABURAO BHOSALE, (Member),
- (Signed) BHAURAO GULABRAO JADHAV, (Member),
- (Signed) SHANTARAM GOPAL GHOLAP, (Member),
- (Signed) VAMANRAO VISTORI GADDAMWAR, (Member),
- (Signed) SHIVAJIRAO BHAURAO PATIL, (Member),
- (Signed) JAGANNATH NATHU KORPE, (Member),
- (Signed) MADHAVRAO GOTU PATIL, (Member),

**P. K. PARANJPE,**  
*Secretary.*

## APPENDIX " A "

## Rainfall and Culturable Area

(Reference : Chapter II—para. 2.05)

District	Rainfall		Geographical Area	Culturable Area	Cropped Area
	No. of rainy days (1969)	Average rainfall (in mm.)			
1	2	3	4	5	6
Greater Bombay	80	2,130	38	14	7
Thana	76	1,782	934	436	303
Kolaba	83	1,960	687	391	237
Ratnagiri	85	2,617	1,279	886	376
Nasik	61	697	1,563	1,020	986
Dhulia	42	643	1,438	715	750
Jalgaon	53	787	1,164	835	855
Ahmednagar	38	622	1,702	1,329	1,327
Poona	45	661	1,562	1,168	1,078
Satara	93	1,418	1,058	787	740
Sangli	42	635	861	749	653
Sholapur	47	678	1,501	1,330	1,315
Kolhapur	73	993	8,681	546	411
Aurangabad	54	726	1,627	1,395	1,400
Parbhani	51	854	1,250	1,114	984
Bhir	44	685	1,117	1,008	808
Nanded	50	900	1,033	834	754
Osmanabad	70	891	1,403	1,323	1,109
Buldhana	40	875	977	755	713
Akola	42	801	1,056	840	803
Amravati	49	876	1,222	770	724
Yeotmal	55	1,096	1,352	926	813
Wardha	71	948	629	468	424
Nagpur	54	1,242	990	616	589
Bhandara	68	1,471	924	446	504
Chanda	62	1,267	2,583	797	711
Total	..	..	30,768	21,498	9,367

Source : Revenue Department (Maharashtra Stat.)  
Basic Statistics.

## APPENDIX " B "

## Soil Zones

Reference—Chapter II—para. 2.09

Statement showing the classification of districts and tahsils in Maharashtra State, according to the Agroclimatic Zones.

Agroclimatic Zone	Districts with tahsils
I Very High rainfall (2,500 mm. to 3,000 mm.) tract with lateritic Soils.	1. <i>Ratnagiri</i> . 2. <i>Kolhapur</i> .—Chandgad.
II Very High rainfall (2,250 to 3,000 mm) with non-lateritic soils.	1. <i>Greater Bombay (2) Thana (3) Kolaba Nasik</i> .—Igatpuri.
III Ghat zone (3,000 to 5,000 mm. and above).	1. <i>Satara</i> .—Mahabaleshwar. 2. <i>Kolhapur</i> .—Bavda, Radhanagari.
IV <i>Transition A</i> (1,250-3,000 mm.) with red to reddish brown Soils.	1. <i>Nasik</i> .—Surgana, Peint. 2. <i>Poona</i> .—Khed, Maval, Mulshi, Velhe, Bhor. 3. <i>Satara</i> .—Jaoli, Patan. 4. <i>Kolhapur</i> .—Shahuwadi, Panhala, Karveer, Kagal, Bhudergad, Ajra, Gadhinglaj.
V <i>Transition B</i> (700 to 1,250mm) with greyish black soils.	1. <i>Nasik</i> .—Kalwan, Dindori, Sinnar. 2. <i>Dhulia</i> .—Akrani, Akalkuwa, Talod Nandurbar, Navapur. 3. <i>Ahmednagar</i> .—Akola. 4. <i>Poona</i> .—Junnar, Ambegaon, Poona city. 5. <i>Satara</i> .—Wai, Satara, Karad. 6. <i>Sangli</i> .—Shirala. 7. <i>Kolhapur</i> .—Hatkangale, Shirole.
VI. Scarcity zone with kharif-cum-Rabi-cropping. (500 to 700 mm.).	1. <i>Nasik</i> .—Baglan, Malegaon, Chandor, Nandgaon, Nasik, Niphad, Yeola. 2. <i>Dhulia</i> .—Shehada, Sindhkheda, Sakri, Dhulia. 3. <i>Jalgaon</i> .—Amalner. 4. <i>Ahmednagar</i> .—All tahsils except Akola. 5. <i>Poona</i> .—Sirur, Haveli, Dhond, Purandhar, Baramoti, Indapur. 6. <i>Satara</i> .—Khandala, Phaltan, Koregaon, Khatav, Man. 7. <i>Sangli</i> .—All tahsils except Shirala. 8. <i>Sholapur</i> .—Karmala, Barshi, Madha Malshiras, Pandharpur, Mohol, Sangola Mangalwada. 9. <i>Aurangabad</i> .—Vaijapur, Gangapur, Paithan. 10. <i>Bhir</i> .—Manjalegaon, Pathoda, Ashti. 11. <i>Osmanabad</i> .—Paranda, Bhoom, Kallam.

## APPENDIX "B"—contd.

Agroclimatic Zone	Districts with tahsils
VII Assured rainfall (700 to 900 mm.) zone with mainly kh. cropping.	<ol style="list-style-type: none"> <li>1. <i>Dhulia</i>.—Shirpur.</li> <li>2. <i>Jalgaon</i>.—All except Amalner.</li> <li>3. <i>Sholapur</i>.—Sholapur, N. Sholapur, S. Akkalkot.</li> <li>4. <i>Aurangabad</i>.—All tahsils except Vaijapur, Gangapur, Patihan.</li> <li>5. <i>Parbhani</i>.—Partur, Jintur, Pathri, Ganga-khed.</li> <li>6. <i>Bhir</i>.—Gevrai, Bhir, Kaij, Modinabad.</li> <li>7. <i>Nanded</i>.—Mukhed, Degloor.</li> <li>8. <i>Osmanabad</i>.—Ahmedpur, Osmanabad, Latur, Tuljapur, Udgir, Ausa, Omerga, Nilanga.</li> <li>9. <i>Amravati</i>.</li> <li>10. <i>Akola</i>.—All tahsils except Washim.</li> <li>11. <i>Amraoti</i>.—Malghat, Achalpur, Daryapur, Amraoti.</li> </ol>
VIII. Moderate to Moderately-High rainfall (990 to 1250 mm.) zone with soils formed from trap rock.	<ol style="list-style-type: none"> <li>1. <i>Parbhani</i>.—Hingoli, Kalmnuri, Parbhani, Basmath.</li> <li>2. <i>Nanded</i>.—Kinwat, Nadgaon, Nanded, Bhokar, Kandher, Walloli.</li> <li>3. <i>Akola</i>.—Washim.</li> <li>4. <i>Amraoti</i>.—Morshi, Chandur.</li> <li>5. <i>Yeotmal</i>.—</li> <li>6. <i>Wardha</i>.—</li> <li>7. <i>Nagpur</i>.—Kotal, Saoner, Ramtek, Nagpur.</li> <li>8. <i>Chandrapur</i>.—Warora, Rajur.</li> </ol>
IX. High rainfall (1,250 to 1,700mm.) zone with soils formed from mixed rocks.	<ol style="list-style-type: none"> <li>1. <i>Nagpur</i>.—Umrer.</li> <li>2. <i>Bhandara</i>.—</li> <li>3. <i>Chandrapur</i>.—Barahmapuri, Gadchiroli, Chanda, Sironcha.</li> </ol>

Source : Director of Agriculture, Maharashtra State

## APPENDIX "C"

## Wages of Saldars/Mahinedars.

Place	Saldar/mahinedar
<b>I. Vidarbha Region</b>	
Bondgaon (Buldhana district)	.. 1. Rs. 350·00 per year+9 maunds jwari or Rs. 750·00 in cash.
Amraoti district	.. 1. 2 Khandi jwari+Rs. 500·00. 2. Monthly servant Rs. 90·00.
Morshi (Amraoti district)	.. 1. 7 quintals jwari+Rs. 500·00.
Digras (Yeotmal district)	.. Rs. 225·00+18 maunds jwari.
Tarnoli (Yeotmal district)	.. Rs. 600·00 to Rs. 750 cash or Rs. 250·00+12 to 15 maunds jwari.
Mahagaon (Yeotmal district)	.. 8 bags jwari+Rs. 700·00 per year or Rs. 900·00 in cash (jwari sold at 70 to 75 paise per kilo). 2. Rs. 400·00 to Rs. 600·00+7 to 8 quintals jwari.
Daryha (Yeotmal district)	.. <i>Mahinedar</i> .—Rs. 75·00 to Rs. 800·0 (to attend nangarni akharni, dawarni, perni, etc.) Rs. 500·00 to Rs. 700·00 cash+7 quintals jwari or 30 to 40 kilo jwari per month.
Nagpur district	.. 1. <i>Mahinedar</i> .—48 pailee jwari+Rs. 40 to Rs. 50·00 (jwari calculated at Rs. 1·00 pailee). 2. Rs. 60·00/75·00/Rs. 80·00 per month.
Savner (Nagpur district)	.. 1. Rs. 600·00 to Rs. 750·00 (jwari provided cost, deducted).
Nagpur district	.. 1. Rs. 900·00 to Rs. 950·00 in cash (grains sold by employer at market rate). 2. 6 bags jwari+Rs. 300·00. 3. Rs. 200·00 to Rs. 400·00 per year+30 to 60 kg. jwari p.m.
Bihad (Nagpur district)	.. 1. Rs. 200·00 to Rs. 500·00 per year+6 kudav jwari p.m. <i>Mahinedar</i> .—Rs. 50·00 to Rs. 70·00 in cash.
Bhandara district	.. 1. Rs. 250·00 to Rs. 500·00 per year+6 kudav jwari per month. 2. 40 to 50 kg. paddy p.m.+Rs. 50·00 to Rs. 60·00. <i>Mahinedar</i> .—Rs. 70·00 to Rs. 90·00 or 70 to 80.

APPENDIX "C"—*contd.*

Place	Saldar/Mahinedar
<b>II. Marathwada Region</b>	
Aurangabad district ..	1. 1 maund chandi + Rs. 40·00 p.m. 2. Rs. 200·00 to Rs. 250·00 per year + 40 kg. dhanya p.m.
Pimpri raja, Aurangabad district	1. Rs. 250·00 cash + 48 kg. dhanya p.m. + ghongadi + dhotar jodi. 2. Rs. 250·00 to Rs. 300·00 per year + 40 kg. dhanya p.m. + ghongadi (Rs. 25·00) + dhotar jodi (Rs. 20·00) + joda (Rs. 10·00 to Rs. 12·00).
Matha ..	1. Rs. 400·00 + Kapada + 6 quintal jwari.
Parbhani district ..	2. Rs. 360 per year + 6 maund jwari.
Soparg aon ..	1. Rs. 300·00 + 2 meals or Rs. 500·00 (korda).
Sailu Parbhani district ..	1. Rs. 80·00 p.m., or 1 bag jwari + Rs. 30·00
Parbhani district ..	2. Rs. 30·00 + 8 pailce jwari p.m.
Jajwadi (Parbhani) ..	7 pailce jwari + Rs. 15·00 to Rs. 20·00 p.m.
Nanded district ..	Rs. 250·00 to Rs. 400·00 + 30 to 40 kg. dhanya p.m.
<b>III. Ratnagiri District</b>	
Chiplun (Ratnagiri District) ..	Rs. 500·00 + meals.
Ratnagiri District ..	1. For 6 months only Rs. 250·00 + kamble + chh-pal + bidi. 2. for year—Rs. 250·00 + kamble + chappal + bidi + tea + meals.
Vengurla (Ratnagiri District) ..	Seasonal saldars—2 times meals + tea + pej + pansupari + Rs. 1·00 cash = Rs. 175·00.
<b>IV. Western Maharashtra Region</b>	
Dahanu (Thana district) ..	3 meals per day + 2 rumals + 2 kabjis + tobacco + Rs. 75·00 to Rs. 80·00 per year.
Jawhar (Thana district) ..	Rs. 100·00 + meals.
Shahapur (Thana district) ..	Rs. 200·00 to Rs. 250·00 per year + 3 meals + tea + bidi + kapda + chappal + ghongadi.
Washingd (Thana District) ..	Rs. 200·00 + 3 meals per day + kabja + dhotar + ghongadi.



## APPENDIX "C"—contd.

Place	Saldar/Mahinedar
Baglan (Nasik district)	.. Rs. 300·00 to Rs. 400·00 + meals + 2 shirts + chhapals + ghongadi.
Sinner (Nasik district)	.. Rs. 350·00 to 400·00 + meals (for 13 months). <i>Mahinedar</i> .—Rs. 80·00 to Rs. 85·00 p.m.
Sansari (Nasik district)	.. Rs. 100·00 to Rs. 350·00 per year + meals or
"	Rs. 400·00 to Rs. 600·00 cash.
Chandwad (Nasik district)	.. Rs. 900·00 cash <i>Mahinedar</i> — (1) Rs. 110·00. (2) Rs. 50·00 to Rs. 75·00.
Malegaon (Nasik district)	.. <i>Mahinedar</i> .— (1) Rs. 40·00 to Rs. 50·00 + meals. (2) Rs. 5·00 to Rs. 15 + meals (3) Rs. 30·00 to 60·00 (4) Rs. 40·00 to Rs. 50·00 + (5) Rs. 70·00 to Rs. 80 (kapda.)
Malegaon (Nasik District)	1. Rs. 500·00 + meals + kapda. or Rs. 700·00 cash (Korda). 2. Rs. 200 to Rs. 250·00 + 6 quintals jwari or Rs. 200·00 to Rs. 250·00 + 3 meals per day. 3. Saldar (child-labour) Rs. 180·00 to Rs. 250·00 cash.
Navapur (Adivasi area Dhulia district).	Rs. 50·00 to Rs. 60·00 + meals + 50 to 75 kg. dhanya.
Ghogapur (Dhulia District)	Rs. 850·00 to Rs. 1,100·00 per year (jwari provided cost deducted).
Mohide (Dhulia District)	1. Rs. 700·00 per year 1½ jowar supplied-price deduc- ted). 2. Rs. 600·00 per year. 3. Rs. 600·00 to Rs. 1,500·00 per year. 4. Rs. 400·00 to Rs. 500·00 net.
Dhulia, Sakhari, Shirpur, Nandur- bar and Shahade (Dhulia district)	Rs. 600·00 to Rs. 700·00 + 3 quintal dhanya..
Dhodgaon, Akkalkuwa, Navapur and Talode (Adivasi area Dhulia District).	Rs. 300·00 to Ra. 350·00 = 3 quintal dhanya.
Jalgaon district	<i>Salgadi</i> — 1. Rs. 900·00 to Rs. 1,200·00 per year. 2. Rs. 800·00 to 1,100·00 per year.

## APPENDIX "C"—concl'd.

Place	Saldar/Mahinedar
Newase (Nagar district)	.. <i>Mahinedar (Bagayat and Koradwahu)</i> —Rs. 60·00 p.m. (32 days month). <i>Jirayati</i> .—Rs. 800·00 to Rs. 900·00. <i>Bagayati</i> .—Rs. 1,000·00 to Rs. 1,100·00. 2. Rs. 300·00 to Rs. 375·00+8 sheers dhanya per month. 3. Rs. 450·00+8 sheers dhanya or Rs. 900·00 cash per month.
Kopargaon (Nagar District)	.. 1. Rs. 900·00 cash. 2. Rs. 450·00 to Rs. 800·00 per year.
Joharpur (Nagar District)	.. <i>Mahinedar</i> .—Rs. 50·00 to Rs. 60·00. <i>Saldar</i> .—Rs. 600·00 Rs. 750·00 or Rs. 400·00+40 kg. dhanya per month.
Sholapur District	.. Rs. 400·00 to 500·00+meals+free accommodation.
Sangli district	.. Rs. 600·00 to Rs. 900·00 cash.
Kolhapur district	.. Rs. 200·00 to Rs. 400·00 cash+ meals.

---

**APPENDIX 'D'**

---

APPENDIX " D "

Existing Wage Levels for different Categories

I. VIDARBHA REGION

Serial No.	Place	Category	Wages in cash	Wages in cash and kind	Remarks
1	2	3	4	5	6
<b>1. Buldhana District</b>					
1	Bondgaon	.. Cotton Picking	.. Rs. 1.50 Rs. 1.00 Rs. 1.50 to Rs. 2.00.		
2	Devla Padsa Shirsat	..	Rs. 1.50 to Rs. 2.00. Man—Rs. 2.00. Woman—Re. 1.00		
3	Jawla Budrak	.. Season	.. Man—Rs. 2.00 Woman—Rs. 1.00.		
		General Mazdoor	.. Man—Re. 1.00		
4	Shegaon	..	.. Man—Rs. 2.00 Woman—Rs. 1.50 Man—Rs. 2.00 Woman—Re. 1.00 During Emergency { Man—Rs. 2.50 Woman—Rs. 1.25		
<b>2. Amravati District</b>					
1	Amravati	.. General Mazdoor	.. Man—Rs. 2.00 to 2.50 Woman—Re. 0.75 to 1.25. Man—Rs. 3.00 Woman—Rs. 1.25 Woman—Rs. 1.50.	Man—2 Pailees—4 Kg. Woman—1 Pailee—2 Kg.	
2	Walgaon	.. General Mazdoor	.. Man—Rs. 2.00 Woman—Rs. 0.75		

## 3. Yeotmal District

1	Yeotmal (Pimpalkata)	..		Man—Rs. 2·00 Woman—Re. 1·00	
2	Mahagaon	..	Perni/Nindni	..	Man—Rs. 2·50 to 3·00 (Good Worker) Woman—Re. 1·00 Man—Rs. 2·00 Woman—Re. 1·00
3	Darvha	..	Perni, Dawarni etc.		Man—Rs. 2·00, 3·00 Woman—Rs. 0·75 (in Summer Season). Rs. 1·00 to 1·50 in Rainy Season.
			Sower Spraying Powders		Woman—Rs. 2·00 1·50
4	Chorkhopti	..	Sowing	..	Man—1 Pailee Jowar. Woman—3 Seers Jowar.
		..	General Mazdoor	..	(Season) Rs. 2·00 (Off Season) Rs. 1·50 Woman—Rs. 0·75 to Rs. 1·00.
5	Telawade	..	General Mazdoor	..	Man—Rs. 2·50 to 3·00 Woman—Rs. 0·75 to 1·00 Man—Rs. 2·00 or one Pailee Jowar.
		..	Nindani	..	Man—Rs. 2·00 Woman—Rs. 1·00 to 1·25.
6	Darvha	..	Wakharne/Dawarne/ Nangarne.		Man—Rs. 2·50. Woman—Rs. 1·25 to 1·50.

1	2	3	4	5	6
7	Digraj	...	...	Man—Rs. 2.00. Woman—Re. 0.75 to 1.00. If she joins at 9-30 a.m. Re 1.00. If she joins at 12-00 noon Re. 0.62.	
<b>4. Nagpur District</b>					
1	Nagpur	--	--	General Mazdoor .. Man—Rs. 3.00 ... Woman—Re 1.00 Boys—Rs. 1.50 to 2.00	
				Nindani (Season) (off Woman—Rs. 1.50 Season). Woman—R. . 0.75.	
				General Mazdoor .. Man—Rs. 2.50 wages (raised to Rs. 3.00 on account of famine work out side). Woman—Rs. 1.00 to 1.25. Man—Rs. 2.00 to 3.00 Man—Rs. 2.00 Woman—Re. 1.00	
2	Bihad	--	--	General Mazdoor .. Man—Rs. 3.00. Woman—R. 1.00 to 1.25. Woman—Re. 0.75 to 2.00.	
3	Savner	...	--	General Mazdoor .. Man—Rs. 2.50. Woman—Re. 1.00.	
<b>5. Bhandara District</b>					
1.	Bhandara	...	--	General Mazdoor (Off Man—Rs. 2.00 to 2.50. Season). Woman—Re. 1.00 to 1.50.	

1. Bhandara	..	General Mazdoor	..	Man—Rs. 2.50.	..	...
				Woman—Re. 1.00		
				Man—Rs. 3.00 to 4.00		
				Woman—Re. 1.00 to 3.00.		
				Man—Rs. 3.00 to 4.00		...
				Woman—Re. 1.00 to 2.50.		
				(or) 6 to 7 Kg. Paddy.		
				Children—Rs. 1.00 to 2.00.		
	..	General Mazdoor	..	Man—Rs. 2.00 to 2.50		
				Woman—Rs. 1.00 to 1.50.		
2 Revani	..	General Mazdoor	..	Man—Rs. 2.00.	..	...
				Woman—Re. 1.00 to 1.50.		
	..	General Mazdoor (Off Season).	..	Man—Rs. 2.00 to 2.50		
				Woman—Rs. 1.00 to 1.50.		

#### 6. Chandrapur

1 Chandrapur	..	General Mazdoor	..	Man—Rs. 1.50.		
2 Tiwasa	..	General Mazdoor	..	Man—Re. 1.00.		
3 Antargaon	..	General Mazdoor	..	Man—Rs. 3.00		
				Woman—Rs. 2.00.		
4 Mangni Masala	..	General Mazdoor	..	Man—Rs. 1.50 to 2.50		
				Woman—Rs. 0.75 to 1.50.		

#### 7. Wardha District

1 Arvi	..	..	Harvesting	—	Man—Rs. 3.50	Man—10 Kg. Paddy.
					Woman—Rs. 2.50	Woman—6 Kg. Paddy.
						Children—6 Kg. Paddy.

**Existing Wage Levels**  
**II. MARATHWADA REGION**

Serial No.	Place	Category	Wages in cash	Wages in cash and kind	Remarks
1	2	3	4	5	6
1	<i>Aurangabad District</i>				
1.	Kanchanwada	.. General Mazdoor	.. Man—Rs. 3.00 (Agriculture School). Woman—Rs. 2.00 (Agriculture School).	....	
2.	Easur	.. General Mazdoor	.. Man—Rs. 2.00 to 2.50 Woman—Rs. 1.25.	....	
3.	Pimpri Raja	.. General Mazdoor (Season).	Man—Rs. 2.50 to 3.00 Woman—Rs. 4.00. Woman—Rs. 1.00 to 2.00 Man—Rs. 2.50. Woman—Rs. 0.75 to 1.00	....	
2	<i>Parbhani District</i>				
1.	Parbhani	.. General Mazdoor	.. Man—Rs. 2.50 Woman—Rs. 1.00 Man—Rs. 2.00 Woman—Rs. 1.00 Rs. 0.62.	....	
2.	Seloo-Pandore Parbhani.	.. Nindani	.. Man—Rs. 2.00 to 2.50 Woman—Rs. 1.00 to 1.50	....	
3.	Sopargaon	.. General Mazdoor	.. ....	Man— $\frac{1}{2}$ Pailee Jowar Woman—1 Pailee Jowar.	



4.	Jogalon	..	Cotton Picking, Koradwahu.	..	Man—Rs. 2.00 Woman—Rs. 0.50. Rs. 1.50 to Rs. 2.00 Man—Rs. 2.50 Woman—Rs. 1.50.	..	....
5.	Pathari	..	....	..	Man—Rs. 3.00 Woman—Rs. 2.00	..	....
6.	Morgaon	..	....	..	Woman—Rs. 1.25 Man—Rs. 2.50 to 3.00	..	....
7.	Rajwadi	..	....	..	Man—Rs. 2.50 to 3.00	..	....
8.	Dhanegaon	..	....	..	Man—Rs. 2.50 Woman—Rs. 1.00 to 1.50.	..	....
3	<i>Nanded District</i>						
1.	Nanded	..	General Mazdoor	..	Man—Rs. 1.50 to 3.00 Woman—Rs. 1.00 to 2.00	..	....
4	<i>Ratnagiri District</i>						
III. REMAINING AREAS							
1.	Ratnagiri	..	(1) Mango Plucking	..	Man—Rs. 6.00 per day		
			(2) Sugar Cane, Potato farm.		Man—Rs. 4.00 Woman—Rs. 2.00		
			General Mazdoor	..	Man—Rs. 3.00 to 3.50 Woman—Rs. 2.00 to 2.50	Man—1½ Kg. Paddy to 2 Kg. Paddy. Plus Money=Rs. 5.00.	
			Lawani Work	..	....	Morning Breakfast (Bhakri and Zunka)+ Meal+1 Pailee Paddy.	

Serial No.	Place	Category	Wages in cash	Wages in cash and kind	Remarks
1	2	3	4	5	6
1.	Ratnagiri (South)	(1) Nangarni, Chikhalni, Lawni (60 days work).	....	Two times meals, breakfast and Rs. 60 per month.	
		(2) Transplanting ..	....	Two times meals and tea	
		(3) General work ..	....	Rs. 4.00 per day and tea. Woman Rs. 2.00 per day and tea,	
		(4) Ropani work ..	....	Man—Rs. 2.00 + tea. Woman—Rs. 1.00 and tea.	
		(5) General Mazdoor' ..	....	Man—Rs. 5.00 Woman—Rs. 2.00 to 2.50 (For Woman,— Hair oil and Supari), Tea for all.	
2.	Dapoli	.. General Mazdoor	.. Man—Rs. 3.50 Woman—Rs. 2.30	....	
3.	Banda	.. General Mazdoor	.. Man—Rs. 3.00 Woman—Rs. 1.50 to 2.00	... ..	

## 4. Vengurla.

## (1) General Mazdoor

Man—Two times tea,  
1 Pej, 1 Meal and 6 sher  
Bhat (or Rs. 3.00)  
=Rs. 4.92.

Woman—2 times tea,  
1 Meal, 1 Pej, 4 sher  
Bhat (or Rs 2.00)  
=Rs. 3.92.

Man—Rs. 3.50 and Tea.  
Woman—Rs. 1.75 and Tea.

## (2) Harvesting

Man—2 Pailees Paddy  
Woman—1 Pailee Paddy  
or  
Man—2 times meals, tea  
and Rs. 3.00.  
Woman—2 times meals,  
tea and Rs. 2.00

(3) Rakhwaldari  
(Watchman)

5 Coconuts for 100 coco-  
nuts plucked.

(4) Bagayat (Mango  
plucking.)

Man—Tea, 1 time meal,  
1 Pej, and Rs. 2.50 =  
Rs. 4.50

Woman—(To collect  
fruits)  
Tea, 1 time meal, 1 Pej  
and Rs. 2.00 =Rs. 3.42.

## (5) Coconut Plucking .

Man—Tea, Pej, Meal,  
and 8 coconuts for  
100 coconuts plucked.

## 5. Amreshahi

## (1) General Work

Man—Rs. 4.00  
Woman—Rs. 2.50  
(Two times tea for both)

Serial No.	Place	Category	Wages in cash	Wages in cash and kind	Remarks
1	2	3	4	5	6
6.	Ansoor	... (1) Mango farm (General Work) (2) General Work ..	.. ..	Rs. 3·50 per day and two times tea. Man—Rs. 3·50 and tea. Woman—Rs. 2·50 and tea.	
7.	Khono li	.. (1) Lawani and weeding (2) General Mazdoor	-- --	Rs. 1·50 per day, 2 times meals and Pej with bread. Man—Rs. 3·00 Break-fast and meal.	
5.	<i>Thana District</i>				
1.	Dahanu	.. (1) Bhat Sheti .. (2) Grass Cutting .. (3) General Mazdoor .. (4) Bagayati Mazdoor (5) Piece Rated searning (6) Vegetable Bagayati Mazdoor. (7) Ropani or Kapni .. (8) Bhat Lawani ..	Rs. 1·50 to Rs. 2·00 .. Rs. 3·00 Per day. Rs. 7·25 Per ganji. Woman—Rs. 1·50 Man—Rs. 2·50 Woman—Rs. 1·75 Children—Rs. 1·50 (Chikku-plucking) Man—Rs. 2·00 to 2·50 Woman—Rs. 1·75 to 2·00 Man—Rs. 3·00 to 3·50 Woman—Rs. 2·50 to 3·00 Woman—Rs. 2·00 .. Woman—Rs. 2·50 to 3·00	1 Mond Bhat, 1 Pailee Kathol, 2 Rumals (1 Pailee=4 Kg.) Bidi (for 3 to 4 weeks).	

2. Jamsar ..	..	(1) Bennani and Nindani ..	Woman—Rs. 0.20 to 0.25 per day.	..	1 Adholi Majuri, 2 Bhakari per day.
		(2) Ploughman ..	..	..	2 Mond Paddy, 2 Pailee Kathol, 1 Kopari (Bandi).
3. Shahapur ..	..	(1) General Mazdoor ..	Man—Rs. 3.00 Woman—Rs. 2.50	..	3 meals+Rs. 1.00 (Man). 3 meals+10 to 12 Annas (062 to 075 paise).
		(2) Ploughman ..	....	..	3 meals+Rs. 1.50 or 3 meals, 2 cup tea, tobacco and Rs. 1.00
		(3) Lawani Season ..	....	..	3 Pailee Bhat+3 meals.
4. Kasara ..	..	(1) General Mazdoor ..	Rs. 2.50 to Rs. 3.00	..	Man—1 meal+Rs. 1.00 Woman—1 meal—Rs. 1.00 3 meals+Rs. 1.00 3 meals+Rs. 1.50 2 meals+Rs. 1.00
		(2) Lawani ..	....	..	(1) 2 Adheli Paddy/1 Adheli Paddy, 2 times meals. (2) 2 Times meals+Rs. 1.25 (3) 2 Adheli+meal.
5. Vashind ..	..	(1) Ploughman ..	....	..	Rs. 40.00+3 times meals (For 1 month, Perni to Lawani)
6. Adivasi Area ..	..	(1) Ropani (15 to 20 days work).	....	..	Meal and 1 Pailee Bhat.
		(2) Nangarni ..	....	..	Rs. 5.00+1 Kg. Mirchi and Tobacco.

Serial No.	Place	Category	Wages in cash	Wages in cash and kind	Remarks
1	2	3	4	5	6
		(1) Grass cutting and Binding.	Rs. 6.00 per Ganji.		
		(2) Only cutting ..	Rs. 3.00 per day and Rs. 3.50.		
		(3) Ropani and General	Man—Rs. 2.50 to 3.00 Woman—Rs. 2.00 to 2.50.		
		(4) General Mazdoor (Off Season).	Rs. 1.50 to 1.75.		
		Rice Cultivation ..	....	Rs. 2.00+meal.	
		(5) Rainy Season ..	Man—Rs. 3.00. Rs. 2.50 to 3.00.		
		(6) Summer Season ..	Man—Rs. 2.50. Woman—Rs. 1.50 to 1.75.		
		(7) Lawani ..	Man—Rs. 3.00 Woman—Rs. 2.00		
		(8) General Wage ..	Rs. 1.25 to Rs. 2.00		
		Summer Bagayat ..	Man—Rs. 2.00 Woman—Rs. 1.50		
		(9) Nangarni with Reda.	Rs. 12.00		

	(10) Ploughman	-	....	(1) 1 meal, 6 kg. Bhat (if he brings his own plough and Oxen). (2) 1½ Pailee Bhat + Meal (with Employer's Plough and Oxen.)
	(11) Oxen Ploughs	..	....	Rs. 8.00 + Meal and Re. 0.50 for drink.
(8) Jawhar	.. Ploughman	..	....	Rs. 25.00 + meals three per day. Plus 1 rumal and 1 Kabaji.
<b>6 Nasik District .</b>				
<b>1. Nasik</b>				
	General Mazdoor	..	Re. 1.00 to Rs. 1.50	
	Jirayat		Man—2.00 Woman—1.00 Children—1.00	
	Bagayat	..	Man—Rs. 2.50 Woman—Rs. 1.25 Children—Rs. 1.25.	
galan	General Mazdoor	-	Rs. 2.00 to Rs. 3.00 Rs. 60.00 to Rs. 90.00 Per Month. (32 days month) Rs. 1.50 1/2 day (Pardy) Rs. 2.50 Full day	Meals 1 + Re. 1.00 to Rs. 1.50. Monthly with meals. Rs. 30.00 to Rs. 35.00
<b>3. Sinnar</b>				
	General Mazdoor	..	Man—Rs. 2.50 Woman—Rs. 1.25.	
	Nindani	..	Woman—Rs. 1.50	
<b>4. Dindori</b>				
	Nindani	..	Woman—Rs. 1.50	
	Ploughman	..	Man—Rs. 2.00	
	Bajri Cutting	..	Rs. 2.00	

Serial No.	Place	Category	Wages in cash	Wages in cash and kind	Remarks
1	2	3	4	5	6
5.	Chandwad	.. Pan Todne	.. Man—Rs. 2.50 Woman—Rs. 1.25.	....	
6.	Niphad	.. Bagayati	.. Rs. 90.00 per month	.. With meals Rs. 30.00 to Rs. 40.00.	
		Cutting grass	.. ....	100 pendi cutting=5 pendi Mazuri.	
7.	Sansari	.. Nindani/Songani/Kapani	Woman—Re. 1.00 to Rs. 1.25. Woman—Rs. 1.50 to Rs. 2.00.	....	
8.	Ambawadi	.. Nindani, Kande Lawne, Bajari Kapane.	Rs. 1.25 Rs. 1.50. Rs. 2.00.	....	
9.	Malegaon	.. General Mazdoor	.. Man—Rs. 2.00 to 2.25 Woman—Re. 1.00 to Rs. 1.25.	....	
10.	Pimpalgaon Baswant	Nangarni	.. Man—Rs. 2.00 to 2.50	....	
		Nindani	.. Woman—Rs. 1.00 to 1.50.		
		Perni	.. Man—Rs. 2.50. Woman—Rs. 2.50.		
7 Dhulia District					
1.	Sawarde	.. Nindani	.. Re. 1.00	.. ....	
		Ploughman	.. Rs. 2.00	.. ....	



2.	Ghogapur	..	General Mazdoor	..	Man—Rs. 2·00 Woman—Re. 0·75. Woman—Re. 1·00. Man—Rs. 2·50. Woman—Rs. 1·00 to 1·50.	..	....
			Bhumug Uptane	..	Rs. 3·00 to Rs. 7·00	..	....
3.	Shegaon	..	Cotton Picking	..	Rs. 0·75 to 1·00	..	....
4.	Varkhed	..	Parathi Upatne Songani Perni	.. .. ..	Rs. 1·00 to 1·50 Rs. 2·00. Rs. 2·00.	..	....
5.	Nagziari	..	Season Off Season	.. ..	Rs. 2·00 Man—Rs. 1·50. Woman—Rs. 1·25.	..	....
6.	Adivasi Area	..	General Mazdoor	..	Man—Rs. 1·50 to 2·00 Woman—Re. 0·75.	..	....
7.	Sakari, Nandurbar, Shahade and Shirpur.		Sowing	..	Man—Rs. 2·00 Woman—Rs. 1·50. Children—Re. 1·00.	..	....
			Nindani and Inter- culture	..	Man—Rs. 2·50 Woman—Rs. 1·50. Children—Re. 1·00.	..	....
			Harvesting	..	Man—Rs. 4·00 Woman—Rs. 2·50. Children—Rs. 2·00.	..	....
			Sugarcane Cutting	..	Man—Rs. 3·50 Woman—Rs. 2·00.	..	....
			Nangarni, Kulawani (Off Season).	..	Man—Rs. 3·50 Man—Rs. 2·00 to 2·50 (or 2 1/2 kg. Dhanya). Woman—Rs. 1·00 to 1·50 (or 1 to 1 1/2 kg. Dhanya).	..	....

Serial No.	Place	Category	Wages in cash	Wages in cash and kind	Remarks
1	2	3	4	5	6
8.	Dhadgaon, Akkalkuwa, Nawapur and Talode.	Sowers	.. Man—Rs. 2.00 .. Woman—Re. 1.00.	.. ....	
		Nindani	.. Man—Rs. 1.50 .. Woman—Re. 1.00. .. Children—Re. 0.75.	.. ....	
		Harvesting	.. Man—Rs. 1.50 to 2.00. .. Woman—Re. 1.00. .. Children—Re. 0.75.	.. ....	
		Nangarni/Kulawani	.. Man—Rs. 1.50 to 1 1/2 kg. Dhanya. .. Woman—Re. 1.00 or 1 kg. Dhanya. .. Children—Re. 0.75 or 1 kg. Dhanya.	.. ....	
		Off Season	.. Man—Rs. 1.50 or 1 1/2 kg. Dhanya. .. Woman—Rs. 1.00 or 1 kg. Dhanya. .. Children—Re. 0.75 or 1 kg. Dhanya.		
9.	Dhulia	.. Mirchi Todane.	.. ....	Re. 1.00 to Rs. 1.50+1 Muth Mirchi (handful).	
8.	<i>Jalgaon District</i>				
1.	Jalgaon	.. General Mazdoor	.. Re. 1.00 to Rs. 2.00 .. Off Season—Re. 0.50.	.. ....	
2.	Bholad		.. Man—Rs. 2.00 .. Woman—Re. 1.00.	.. ....	

9 Ahmednagar District

1. Newase	--	....	Woman—Rs. 1.00 ..	....
			Woman—Rs. 1.00 to	
			1.25.	
			Man—Rs. 2.50 to	
			3.00.	
			Man—Rs. 3.00	
			Woman—Rs. 2.50	
			Man—Rs. 2.00 to	
			3.00.	
			Man—Rs. 2.50	
			Woman—Rs. 1.00 to	
			1.50.	
2. Kopargaon	--	....	Man—Rs. 3.00 to	....
			3.50.	
			Woman—Rs. 1.50	
			Man—Rs. 2.00 to	
			2.50.	
			Man—Rs. 2.50 to	
			3.00	
			Woman—Rs. 1.50 to	
			2.00	
		Nangarni / Wakharni ..	Rs. 2.90	....
			Rs. 3.00 to	
			4.00	
3. Mahegaon	--	Hindani ..	Rs. 1.50	
		Harvesting ..	Rs. 2.00	
		Digging Well ..	Rs. 3.50	
		Nangarni, Kulapni,	Rs. 3.90	
		Perni.		
		Sugar cutting --	Rs. 3.50 to	
			4.50	
4. Johrapur	--	....	Man—Rs. 2.00 to	....
			3.00	
			Woman—Rs. 1.50 to	
			2.00	

Serial No.	Place	Category	Wages in cash	Wages in cash and kind	Remarks
1	2	3	4	5	6
10	<i>Poona District</i>				
1.	Fursungi	.. General Mazdoor	.. Man—Rs. 3.00 Woman—Rs. 1.25		
	do	.. Kande-Lavane	.. Man—Rs. 3.00 Woman—Rs. 2.00 to 3.00	to	....
		Pani Dharne	.. Man—Rs. 3.00		
2.	Hadapsar	.. General Mazdoor	.. Man—Rs. 2.00 (9-00 to 7-30 p.m.) Man—Rs. 1.50 (9-00 to 5-00 p.m.)		....
3.	Mundhawa	.. Khurapni	.. Woman—Rs. 1.50		
4.	Indapur	.. General Mazdoor	.. Man—Rs. 3.00 Woman—Rs. 2.00		....
• 5.	Lonavala	.. .. .	.. Man—Rs. 3.00 to 4.00 Woman—Rs. 1.75 to 2.50	to	....
	<i>Sangli District</i>				
1.	Miraj	.. Koradvahu General Mazdoor.	Rs. 1.50 to Rs. 2.00	to	....
		Bagayati Mazdoor	.. Rs. 3.00		
2.	Narayangaon	.. Season	.. Rs. 2.00 to Rs. 2.50	to	
		Off Season	.. Rs. 1.50		

11 *Sangli District*

3. Sangli	.. Nangarni/Perni	.. Man—Rs. 2.50 to 4.50 Woman—Rs. 2.00 to 2.50
	Weeding	.. Man—Rs. 2.50 to 3.00 Woman—Rs. 1.75 to 2.00
	Preparatory	.. Man—Rs. 2.50 to 4.50
	Tillage	.. Woman—Rs. 1.50 to 2.50 Children—Rs. 1.00 to 1.75
	Sowing	.. Man—Rs. 2.50 to 4.50 Woman—Rs. 2.00 to 3.50 Children—Rs. 1.00 to 1.50
	... Harvesting	.. Man—Rs. 3.00 to 5.00 Man—10 Kg. Paddy. Woman—Rs. 2.50 to 3.50 Woman—6 Kg. Paddy. Children—Rs. 1.50 to 2.00 Children—6 Kg. Paddy.

12 *Sholapur District*

1. Sholapur ..	.. Koradvahu Mazdoor	Rs. 1.00 to Rs. 1.25
	Bagayati Mazdoor	.. Rs. 2.00 to Rs. 2.50
	Draksha, Vegetable Bagayat.	Rs. 5.00 per day.

Serial No.	Place	Category	Wages in cash	Wages in cash and kind	Remarks
1	2	3	4	5	6
13	<i>Kolhapur District :</i>				
1.	Kolhapur	-- Groundnut/Mirchi General Mazdoor	-- .. .. Man—Rs. 2·00 .. Woman—Rs. 1·50	1/12 Share.	
		Sugar Cane farm Waterman	.. Man—Rs. 5·00		
		Cane Cutting	.. Man—Rs. 5·00 to 6·00		
		General Mazdoor	-- Man—Rs. 2·50 .. Woman—Rs. 1·50		
		Sugar farm (Seasonal)	.. Man—Rs. 3·00 to 4·00 .. Woman—Rs. 1·50 to 3·00		
		Off Season	.. Man—Rs. 2·00 to 4·00 .. Woman—Rs. 1·50 to 2·50		
2.	Bawada	-- Bhangalne/Nindni General Mazdoor	.. Woman—Rs. 2·00 .. Man—Rs. 4·00 to 5·00 .. Woman—Rs. 3·00 .. Children—Rs. 2·50		
3.	Pimpalgaon	-- General Mazdoor	.. Man—Rs. 2·00 .. Woman—Rs. 1·00		
4.	Kagal	-- General Mazdoor	.. Man—Rs. 3·00 .. Woman—Rs. 2·00 .. Children—Rs. 2·00		